DOCUMENT RESUME

ED 242 206 FL 014 278

AUTHOR	Cardenas, Rene F.; Rudes, Blair A.
TITLE	A Descriptive Study of the Classroom Instruction Component of the ESEA Title VII Bilingual Education Program. Selected Case Histories.
INSTITUTION	Abt Associates, Inc., Cambridge, Mass.; Development Associates, Inc., Arlington, Va.
SPONS AGENCY	Department of Education, Washington, DC.
PUB DATE	15 Feb 83
CONTRACT	300-79-0675
NOTE	302p.; For related document, see FL 014 277.
PUB TYPE	Reports - Descriptive (141)
EDRS PRICE	MF01/PC13 Plus Postage.
DESCRIPTORS	American Indian Languages; American Indians; Asian Americans; *Bilingual Education Programs; *Bilingual Instructional Materials; Case Studies; Classroom Techniques; Coordination; Educational Strategies; Federal Programs; Hispanic Americans; Immigrants; Instructional Innovation; Material Development; *Parent Participation; *Program Administration; Program Descriptions; *Program Design; Refugees; School Districts; Spanish; State Departments of Education
IDENTIFIERS	*Elementary Secondary Education Act Title VII

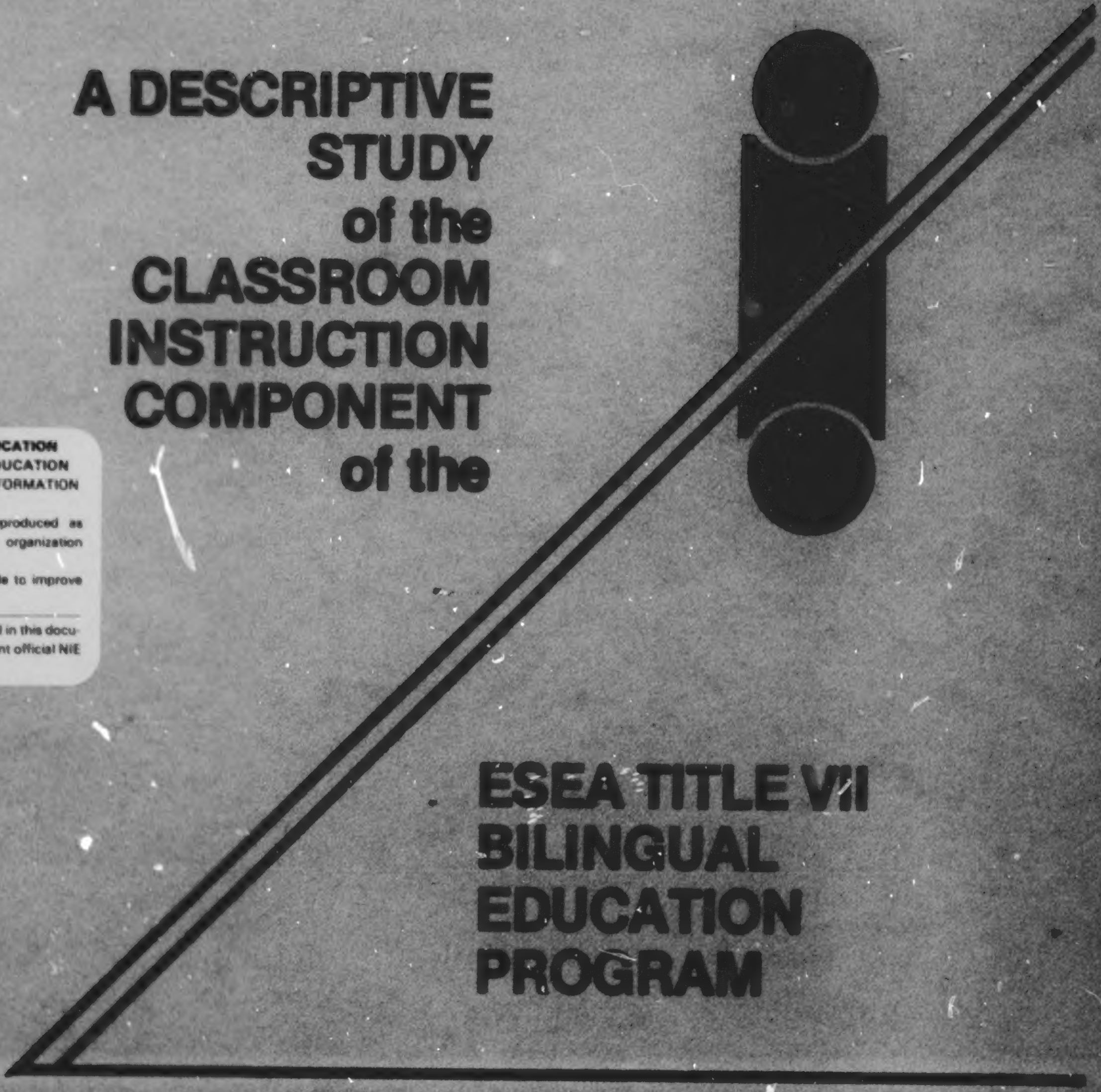
ABSTRACT

Twenty-two case histories of bilingual education programs funded under Title VII of the Elementary and Secondary Education Act are presented as a companion volume to the technical report of the same study. The case histories were developed from site visits and surveys of administrators, teachers, and parents involved in the program. The program descriptions focus on these program aspects: instructional approach, parent and community involvement, adaptation to local contexts, innovation, materials development, program structure, coordination of special programs, and state education agency involvement. The programs were chosen from the 60 sites visited because of their applicability to the major objectives of the study, potential reference to several topics in the technical report, and intrinsic interest. Spanish, Indian, and Asian language programs are included. Special topics covered included language revitalization, refugees and immigrants, program change over time, home versus school language usage and support, cable television use for instruction, urban program institutionalization, a language assessment center, staffing, and a multilanguage program. (MSE)

****
* Reproductions supplied by EDRS are the best that can be made *
* from the original document. *
****

ED242206

SELECTED CASE HISTORIES



A DESCRIPTIVE STUDY of the CLASSROOM INSTRUCTION COMPONENT of the ESEA TITLE VII BILINGUAL EDUCATION PROGRAM

U.S. DEPARTMENT OF EDUCATION
NATIONAL INSTITUTE OF EDUCATION
EDUCATIONAL RESOURCES INFORMATION CENTER (ERIC)

☒ This document has been reproduced as received from the person or organization originating it.

☐ Minor changes have been made to improve reproduction quality.

- Points of view or opinions stated in this document do not necessarily represent official NIE position or policy.

FL014278

SELECTED CASE HISTORIES

A DESCRIPTIVE STUDY OF THE CLASSROOM INSTRUCTION COMPONENT OF THE ESEA TITLE VII BILINGUAL EDUCATION PROGRAM

Contract No. 300-79-0675

René F. Cárdenas, Ed.D.
Blair A. Rudes, Ph.D.

Submitted By:

DEVELOPMENT ASSOCIATES, INC.
2924 Columbia Pike
Arlington, Virginia 22204

and

ABT ASSOCIATES INC.
55 Wheeler Street
Cambridge, Massachusetts 02138

February 15, 1983

The Case Histories presented herein were written pursuant to a contract with the United States Department of Education through Part C, ESEA Title VII. However, the observations, opinions, conclusions, and recommendations expressed herein do not necessarily reflect the position or policy of the Department of Education, and no official endorsement by the Department of Education should be inferred.

PREFACE

This is a companion volume of the final report to the Study "A Descriptive Study of the Classroom Instruction Component of the ESEA Title VII Bilingual Education Program" and contains selected case histories and case studies of local education projects funded during the school year 1980-81. The Technical Report volume contains the major Study findings. In this volume there are references to the case studies and this volume is referenced back to them.

The purpose of the present volume is to provide a context for the findings discussed in the other documents associated with the Study, and to illustrate through narrative discussions some local program operations and activities. Because the statistical presentations give profiles of the Basic Program across all the studied projects (524 projects in the universe and 60 projects selected for the intensive field visits), it was not possible nor desirable in the other volume to provide a holistic view of any one project. Thus this volume, containing selected case histories and studies, presents in condensed form profiles of individual projects.

The cases presented here contain as much depth as the Study's resources and timing would permit. Generally, the emphasis was on gathering information which would accurately describe each project on all key dimensions; ethnographic approaches could only be used in a limited way. This notwithstanding, the cases in this volume provide a picture of the variety of projects which receive funding from the Office of Bilingual Education and Minority Languages Affairs.

The data base for this volume derives principally from sixty case histories (one per site visited) and six case studies. Each member of the Study's field staff was involved in the writing of these reports. From these sixty case histories and six case studies, eighteen histories and four studies were selected for inclusion in this volume. Special thanks go to Dr. Earl Jones, who authored the case studies included here.

ACKNOWLEDGEMENTS

Development Associates and Abt Associates gratefully acknowledge the assistance of David M. Shoemaker, Ph.D., Project Officer, of the Office of Planning, Budget and Evaluation, and Gilbert N. Garcia, Associate Project Officer, of the Office of Bilingual Education and Minority Languages Affairs, both of the Department of Education, and the members of the Study's Policy Advisory and Technical Advisory Panels who supplied constructive guidance at key stages during the Study.

Both firms would like to thank the numerous local project directors, parent advisory council chairpersons, superintendents, teachers and other administrative personnel who were so cooperative in completing mail survey forms, permitting interviews, and in general supplying the Study with first-hand information on program aspects and operations. The quality of a program evaluation ultimately rests on its data, and local programs uniformly were willing to help the Study achieve its goals. This cooperation is greatly appreciated. Finally, appreciation is extended to the Field Data Collectors who wrote the original case histories.

Study Field Data Collectors

Development Associates, Inc.

Earl Jones
Bart Givens
Michael Juarez
Elizabeth Maxwell
Marlene Muzzio
Eliodoro Robles
Jean Rogers
Blair A. Rudes
Tania Romashko
Phil Sanz
Patricia Vasquez

Abt Associates Inc.

Raydean Acevedo
Elizabeth Alva
Christina Bodinger de Uriarte
John Breen
Nancy Brigham
Consuelo Espinosa
James Gillis
Stacie Hewit
Elaine Mason
Dan Peter
Mariam Zeitlin

TABLE OF CONTENTS

Page

PREFACE iii
ACKNOWLEDGEMENTS iv

CHAPTER 1: Introduction 1
1.1 Background to the Method for Obtaining Case Histories 1
1.2 Distinctions Between Case History and Case Study . 2
1.3 Analysis and Selection of Case Histories 5
1.4 Suggested Uses of this Volume 6

CHAPTER 2: Analysis of Selected Case Histories 11
2.1 General Comments 11
2.2 Instructional Approach 11
2.3 Parent/Community Involvement 14
2.4 Adaptation to Local Contexts 16
2.5 Innovative Programs 17
2.6 Materials Development 18
2.7 Program Structure 19
2.8 Coordination of Special Programs 20
2.9 State Education Agency (SEA) Involvement 20

CHAPTER 3: Selected Case Histories of Bilingual Education Projects

Case 1: Following a Program Instructional Package (PIP) Model 23
Case 2: The Problems of an Indo-Chinese Project 33
Case 3: A Mature Transitional Bilingual Education Project 49
Case 4: Revitalizing an Indian Language 65
Case 5: An Indian Bilingual Project as Change Agent . . . 75
Case 6: A Project with Refugee Children 85
Case 7: History and Change in a Bilingual Education Project 95
Case 8: A Well-Organized Indian Project 111
Case 9: Supporting Asian Languages in the Home, English in the School 121
Case 10: A Model of Parent/Community Involvement 139
Case 11: Using Cable Television for Instruction and Staff Training 153
Case 12: Institutionalization of an Urban Hispanic Program 165
Case 13: A Successful Program in a Heavily Migrant Poor District 173
Case 14: Using a Language Assessment Center 183
Case 15: Developing a Model 203
Case 16: A Spanish-Language Program 211

Page

Case 17: A Case of Coordination and Support. 219
Case 18: An Example of an ESEA Title VII Project Fitting in with Other Programs. 227
Case 19: Staffing a Bilingual Education Project. 235
Case 20: A Grass Roots Operation 245
Case 21: Developing Bilingualism in a Spanish-dominant Border Town 253
Case 22: An Asian Multi-Language Project 269

REFERENCES 291

APPENDICES 293
Guide For Case Studies A-1
Topic Outline for Case Histories A-3
Team Member Site Report. A-7
Informal Observation Report. A-13

CHAPTER 1: INTRODUCTION

This volume of the Final Report on the Descriptive Study of the Classroom Instruction Component of the ESEA Title VII Bilingual Education Program presents the results from a case type analysis of a sample of local bilingual education programs which were visited in spring, 1981. While The Technical Report deals with technical summaries and descriptive statistics of the Basic Program and a sample of sixty projects, this volume describes a selection of programs, i.e., case histories which were put together from a variety of sources and materials in order to provide a fuller description of local programs in operation.

In order that the reader may better understand the nature of the methods used to obtain the narratives and in order to place the narratives in methodological and contextual perspective, a discussion of the steps leading to the design of the case history method, and of the results, is provided.

1.1 Background to the Method for Obtaining Case Histories

The objectives which guided all efforts during the life of the Study were as follows:

- To describe the characteristics of a representative sample of Title VII-funded basic bilingual education projects and to identify groups of projects which appear to represent distinctly different instructional approaches to the education of children with limited English proficiency.
- To determine the project objectives, and the relationship between skills actually addressed by the projects and those skills necessary to function effectively in an all-English-medium classroom in the United States.
- To determine the degree of program implementation among local education agencies and to identify factors which enhance or impede project implementation.

The methods used to pursue these objectives included two mail questionnaires (one to project directors and another to Parent Advisory Committee Chairpersons), and several interview guides (used on site with superintendents, principals, project directors, PAC Chairpersons, teachers, federal program coordinators, and teacher aides). These data collection instruments were employed in order to reduce a tremendous amount of quantifiable data to orderly files which could in turn be summarized into broad Basic Program profiles, frequencies, and statistical tables with appropriate discussion. Thus, it was expected that a substantial amount, indeed, the bulk, of analysis for the Study would derive from statistical data. (The summaries using such data will be found in The Technical Report.)

Another charge was to obtain information and impressions toward a supporting volume which would contain selected case histories. Such a volume, it was felt, would go far in providing a general context for the statistical analysis supplied in the other portions of the Final Report, and would help readers with background information on local projects, especially in terms of certain behavioral or administrative dimensions, state-of-the-art (or practice) problems, historical or community aspects, and so on.

Thus, while the purposes of the case histories were relatively clear during the course of the Study's design stage, a problem presented itself concerning a method for collecting the data and preparing the case histories. The authors thought that readers would be interested in the method used to collect information for the case histories and the design used to structure the writing of the case histories. These are discussed in the following pages.

1.2 Distinctions Between Case History and Case Study

Generally, the preparation of case histories implies a qualitative procedure for collecting the data which tends to capture nuances or elements of a situation with summarized data. A case history is presented for purposes of illustrating the situation, or a procedure or a system -- the emphasis is on depicting action and relationships.

In some instances, case histories are used as devices for capturing the essentials which contribute directly to exemplary cases; as such, they illustrate or directly point to those characteristics or activities which promote an extraordinary circumstance, or at the very least, adhere to normative standards. Narratives of exemplary case histories are useful for depicting situations or cases which can supply standards for positive comparison, or which can show results desired in a given field or area.*

Although case histories can and often do employ summary information, the usual presentation is in narrative form, and seeks to highlight or underscore those attributes which are particularly interesting, instructive, or comparable. In addition, other information is supplied which can impart an individualistic flavor, either for identifying certain features, or for providing a context for understanding the situation.

---

*See, for example, Development Associates (1977), which used as criteria: improvement in student achievement or attitude; collaboration of state/federal resources; successful technical assistance from SEA; inter- or intra-state regional collaboration; establishment of a PAC; involvement of children from non-public institutions; use of innovative techniques; development of resources for other projects; development of resources for other projects; determination of student's language ability; and bringing together diverse language and cultural groups.

Finally, the illustrative and instructive nature of case histories can be seen in their training or educational use as exemplified by the so-called Harvard Case Method, which emphasizes inductive reasoning as part of the learning procedure. These then are the bare essentials of case histories.

For project staff members, however, a problem arose as to the relationship of case histories to other data collection techniques in the Study: Should a case history augment data collected through mail questionnaires and face-to-face interviews (structured interviews)? Should it follow a rigid format or should it be guided by 'themes' uncovered in the field? Should it have some comparable features to other cases in the Study? Because of the limited amount of time to be spent in local bilingual education projects, the survey staff would be limited to a one-time opportunity for capturing impressions and information -- should they then be guided by precise instructions (and lose the opportunity for capturing individualistic project information) or should they depend largely on general orientation (and lose the possibility of comparative information across all cases)?*

There was also the vexing problem of what indeed constituted a case history. Clearly, time in the field would be too short to collect the quantity of information necessary for writing an ethnography of each project. Further, the time available after data collection would limit how much effort could be put into writing the case history reports. In search for a pragmatic answer which would accommodate the demands of the Study and the ultimate presentation of a collection of case histories, a distinction was made between case histories and case studies.

Basically, case histories were defined as treatments which are fairly static across situations. These call for rather standardized topics or concerns which can be useful for comparing across cases or to a given standard. Case studies were seen as more individualized efforts which would provide special views into the whys and wherefores of a particular situation. A comparison of both can be seen in the following chart:

---

*See Development Associates (1980) where case studies focus on whether successful projects could or did collect data which could be seen as acceptable evidence of project impact. Also, Development Associates (1975) which looked at projects selected on the basis of success in accomplishing their student outcome objectives.

	Case History	Case Study
Structure	organized, delineated	topical in a very general sense; recommended or suggested leads or direction
Focus	specific variables, detailed characteristics	themes, dimensions, cause and effect conjecture
Conceptual Use	interpolative, deductive, a record	extrapolative, inductive, analysis or synthesis
Field Procedure	accommodation of available data	free-ranging inquiry in pursuit of information describing generic or general topics
Application	all schools or all projects	selected schools or projects
Data Structure	amenable to aggregation across all schools or projects	idiosyncratic, conducive to obtaining behavioral insights, generalizable in qualitative modes

Once these distinctions were made, discussions were held on the merits of using one or the other method for obtaining the desired cases to be used in the final report. One argument proposed that cases histories ought to be prepared for each project visited (60 in the sample), and to accomplish the data collection for this through the use of a series of structured and semi-structured observation guides and document review forms. Another argument held that it would be more appropriate to use a less structured and more qualitative approach to data collection, and to carry out this data collection only at selected sites. Obviously, it would be possible to write cases across all visited sites with a detailed guide on hand, but a more insightful analysis could be performed with a fewer number. Thus, arguments for the first position focused on the comparability of the resulting cases and the utility of case history data for providing contextual information to help interpret the results of the survey questionnaire and interview guides. On the other hand, arguments for the second position centered around the independence of the case histories from the results of the survey portion of the Study and the ability of the cases to look into issues of implementation not readily amenable to Study through questionnaire and structured interviews.

Because each of the arguments was compelling, it was decided to divide the case writing effort into two parts, the first to be considered the case 'histories' proper, and the second to be considered the case 'studies.' For each site visited, a case history would be written. The data for these case histories would come from multiple sources including the survey instruments administered at each site, document review forms, classroom observation instruments, and site report forms. They would be written by the field data collectors themselves, and would be shorter in length than the studies. The case studies, on the other hand, would be written for a smaller number of the sites visited. These would be assigned to senior staff who would, of course, have available to them all data emerging from the site. As is seen in this document, case histories average 8 pages in length; case studies average 18 pages in length, reflecting the in-depth treatment.

Two formal semi-structured reporting forms were created to be used by field staff in collecting information for inclusion in the case histories, the "Informal Observation Report"* (used during classroom observations) and the "Team Member Site Report" (filled out nightly by each team member for each site visited). Further, a detailed outline for writing the case histories was drafted, circulated among staff, and revised. It provided section-by-section references to specific forms and instrument items where information needed to write a particular section would be found. The outline, as it was presented in the Field Manual given to each data collector, is provided in the Appendices. A model case history of a fictional Title VII project was also written in order to provide the field teams with a better idea of what their case histories should look like. In particular, case history writers were asked to summarize data and impressions on project overview, program development, staff development and training components, parent and community involvement component, instructional component, project management, and intermediate outcomes. Case study writers on the other hand were asked to provide information in the areas of project background and history, language and cultural consideration, administration and implementation of the project, instructional concepts, resources and materials, project interfaces or linkages, personnel, and future of the project.

In training the data collectors, emphasis had to be on the use of the more structured interview guides, since these would provide the overwhelming base for the report of the ESEA Title VII Bilingual Education Program. The case histories and case studies were included in training, but collectors were mainly referred to the guidelines supplied in each packet of instructions.

1.3 Analysis and Selection of Case Histories

The case histories in this volume were selected after all of the 60 histories had been read. The case histories included in this volume were chosen on the basis of several factors, including applicability to the major objectives of the Study, potential reference to several data topics of the Technical Report, and intrinsic interest which the case might contain. Also, because the majority of the Title VII projects were Spanish-language, it was decided to include Asian language case histories out of proportion to their numbers. Finally, case histories were included as representatives of many other almost identical projects, particularly Spanish-language projects, i.e., very little was to be gained by the inclusion of projects to a collection which already had their counterparts.

---

*Both of these forms are found in the appendix.

1.4 Suggested Uses of this Volume

The case histories, case studies, and associated analysis presented here are intended to serve several purposes, both within the context of this Study and within the context of bilingual education in general. They are:

- to provide a context for interpreting the results provided in Volume I, and to provide examples from particular programs which illustrate these results; and
- to illustrate particular program features which, while not correlated with specific Study results, contribute to understanding the ways in which Title VII programs are implemented.

To assist the reader in using this volume in conjunction with the Technical Report volume Table 1 has been developed. This Table cross references some of the key elements in the cases to the presentation in the Technical Report volume.

At a more general level, the information in this volume also serves to provide a description of a variety of different types of bilingual education programs which can be useful in understanding both the nature of bilingual education in the United States at that time (1980-81), and how educational programs in general are implemented in local school districts.

In addition to providing background illustrating the results contained in the Technical Report and Overview volumes and providing additional information, the information in this volume can prove useful to parties concerned with bilingual education at the local, state and Federal levels in a number of other ways. For example, at the local level this material can be useful during the planning process by providing examples of how other bilingual projects have implemented programs in similar socio-cultural and educational contexts. The information in the case histories and case studies can also provide suggestions as to alternative strategies which ongoing programs could adopt. At the state level, the case histories and case studies can provide state education agencies with profiles of how local programs actually implement their programs, the extent to which they need assistance from the state and the nature of this assistance, and how state education agencies have helped programs in the past. Finally, the material in this volume should provide

TABLE 1

Technical Report Chapter	Case History No.	Key Element Discussed
Chapter 3	1, 5, 6, 15	Examples of PAC involvement
	10	Methods of involving parents
	20	Parent attitude on involvement in school affairs
	22	Difficulties on the term "Indo Chinese"
Chapter 4	12	Description of staff background Influence of SEA guidelines
	13	SEA role in project development
	4	Using an externally-developed curriculum
Chapter 5	15	Development of curriculum model
	8	Use of English in a Native American setting
	6	Use of ESL teachers
	6, 14	Description of pull-out
	3, 4, 21	Multiple funding
	2	Coordination of services to students
	3, 7	Entry/exit procedures
	7	Staff training topics
	5	Lack of coordination of instruction

TABLE 1 (Cont'd)

Technical Report Chapter	Case History No.	Key Element Discussed
	7, 12, 22	Community attitudes and project implementation
	19	Parent involvement in program evaluation
	21	Timing of federal and state assistance
	9, 22	Korean language materials
	13	Spanish language materials
	6	Lack of curriculum materials
	16	Post-funding problems
	2, 10	Influence of principals
	8	Success in program attributed to increase self-esteem
	20	Local programs positive impact
Chapter 6	12	Program's influence on drop-out rate
	6, 19	Impact of lack of qualified staff
	2	Mention of students with little or no English skills

federal policy-makers and agency staff with specific illustrations of how local projects implement the goals of a national program, of the particular problems of local program design and implementation, and the variety of ways by which local projects, faced with localized needs, resolve problems.

In the next chapter, some general observations of the case study and case history material are discussed, and some comments are presented to help guide the reader in studying the cases of bilingual education at the local level.

CHAPTER 2: A COMPARATIVE OVERVIEW OF CONTENTS

2.1 General Comments

In this chapter some of the major components or elements found in the case histories and case studies are discussed. As mentioned before, case histories were shorter treatments and comprise 18 of the 22 cases in this volume. Case studies which are longer and provide more detail, are presented for the other four cases (Nos. 8, 14, 21 and 22). Because of the rather subjective selection of cases, there is no distinct benefit to be obtained in a comparison across the cases. For example, because Spanish-language projects dominate the ESEA Title VII projects in number and therefore the sample, it was felt that the selection ought to include a larger number of non-Spanish language projects. Accordingly, besides the 13 Spanish-language cases, there are five Asian-language projects (Nos. 2, 6, 9, 17, and 22) or seven, if Cases No. 11 and No. 14 which also have Spanish, are included, and there are three Native American projects (Nos. 4, 5, and 8). There is also a single project in a Middle Eastern language.

Of the 22 projects selected for description in this volume, six are new grantees -- Nos. 5, 6, 11, 13, 14, and 17. The rest are continuation projects. The smallest project in terms of students in the Title VII program is No. 15, with 54 students, and the largest represented is No. 10 with 957. (See roster of cases on the following page.)

It must be emphasized that the cases presented here are not representative of the Title VII universe. They were selected because of their general interest or because they highlight areas of concern in Bilingual Education. Upon review, however, some general themes do appear and a synthesis of selected areas is therefore possible to assist readers. Thus, in the remainder of this chapter, analyses of some key elements or themes are presented. The topics covered are: instructional approach, parent/community involvement, adaptation to local contexts, innovative programs, materials development, coordination of special programs, and State Education Agency involvement.

2.2 Instructional Approach

Although the cases presented here are in no way representative of the universe of ESEA Title VII Basic projects, it seems that certain very marked correlations between ethnic/language group served by a project and approach to bilingual education appear upon examination of the presentations. Generally speaking, projects serving Hispanic populations fall into a moderately to weakly transitional approach. Projects serving Asian populations, as well as those serving mixed language groups tend to be moderately to strongly transitional in approach, with a substantial number bordering on a wholly English as a Second Language orientation. The few language preservation type projects which exist are restricted to American Indian populations.

ROSTER OF CASES

Case No.	Method Used	Language(s)	Region	Student Total	Application Type
1	History	Spanish	South Central	294	Continuation (began 1977)
2	History	Cambodian, Japanese, Korean, Laotion, Vietnamese	North Central	824	Continuation (began 1979)
3	History	Spanish	West	869	Continuation (began 1979)
4	History	Native American	West	211	Continuation (began 1979)
5	History	Native American	West	188	New (began 1980)
6	History	Hmong, Laotian, Vietnamese	West	150	New (began 1980)
7	History	Spanish	West	779	Continuation (began 1976)
8	Study	Native American	North Central	261	Continuation (began ?)
9	History	Korean, Mandarin	North Central	118	Continuation (began 1979)
10	History	Spanish	North Central	957	Continuation (began 1977)
11	History	Spanish, et. al.	North Central	350	New (began 1980)
12	History	Spanish	Southeast	451	Continuation (began 1976)
13	History	Spanish	South Central	160	New (began 1980)
14	Study	Spanish, Korean, Vietnamese	West	150	New (began 1980)
15	History	Spanish	South Central	54	Continuation (began 1976)
16	History	Spanish	North Central	242	Continuation (began 1978)
17	History	Chinese, Hmong, Khmer, Korean, Laotian	Southeast	694	New (began 1980)
18	History	Middle Eastern	West	300	Continuation (began 1978)
19	History	Spanish	West	250	Continuation (began 1978)
20	History	Spanish	South Central	346	Continuation (began 1978)
21	Study	Spanish	North Central	592	Continuation (began ?)
22	Study	Hmong, Khmer, Laotian, Vietnamese	West	688	Continuation (began ?)

Information reported in the case histories also provides some insight into why these differences in approach appear between projects serving different populations. The trend toward strong transitional approaches among projects serving Asian populations appears to have its roots in cultural attitudes of these populations towards education, the role of the school, and the place for native language instruction. The following comment from the case history of No. 9 illustrates this.

> This project is exclusively a pull-out program; no in-class instruction occurs. The focus of the program is to provide assistance to LEP students in their native language in academic subjects while they learn English. There is almost no instruction about the grammar of the native language . . . Instead, the emphasis is on rapid and effective transition to communicative competence in English. This emphasis on transition to English is in response to the community which feels that the native language should be taught at home and that the role of the school is to enable the students to learn and achieve in English.

The tendency toward strongly transitional, quasi-ESL programs among projects serving mixed language populations, on the other hand, appears to result from such pragmatic factors as the difficulty in finding and hiring enough bilingual staff, and in acquiring adequate materials in all of the languages being served by the project.

The orientation toward language preservation of many of the Native American projects is apparently the result of the rather recent reversal in attitude by the federal government toward the preservation of these languages, and the strong community desire to maintain and increase the number of speakers of these languages within their community. That is, until recently, not only was there no federal support for bilingual education or language preservation among the Indian population of the United States, but there was active involvement in making these populations monolingual speakers of English. As a result, the majority of still surviving Indian languages are on the verge of extinction. Many of these Native American populations have seen Title VII, and more recently Title IV of the Indian Education Act, as a means for reversing this trend. The strong community support for language preservation among these populations is illustrated by the following comment from a project serving a historically Northeast American Indian group (No. 4):

> The language program was designed to develop curriculum materials to be used for the purpose of preserving the Native American culture and teaching the Native American language. There are very few members of the culture who know the language and culture. . . All children in the program are English dominant, and the program might well be viewed as a Native American Indian language as a second language program. . . Some administrators did not understand the need for bilingual education until parents vehemently explained the importance of preserving a dying culture and language.

The focus on the native language rather than English is well illustrated by the following comments from a project serving another Native American Indian group (No. 5):

> A constant comment made by regular classroom teachers, the principal, and others not affiliated with the project was the need for the project to contain a strong language and reading (English) skill development component since the problem with many of the Native American students was that of poor English abilities. The project, however, did not deal with that problem and was not developing any future plans to include that into its instructional component.

The fact that projects serving Hispanic populations span the range of transitional approaches from ESL-type to maintenance appears to be a product of the large number of such projects, the diversity of Hispanic populations with their differing cultural perspectives on bilingual education, and the different community contexts in which these programs operate.

2.3 Parent/Community Involvement

A major focus of Title VII has been on increasing the involvement of parents and the local community in the operations of Title VII projects and the education of their children in general. This is signaled overtly both in the requirement for a project to organize a Parent Advisory Committee once funded and in the allowance for projects to have paid staff members whose sole or primary function is that of community liaison. In addition, many projects have undertaken specific activities in the areas of information dissemination, special events, parent training, in-class volunteering, etc., aimed at generating greater parental and community involvement.

While many projects report progress in this area, examination of the cases suggests that this progress is often made where the parents and/or community are already actively interested in bilingual education and in helping the schools with the education of their children, and were only prevented from doing so through lack of opportunity, lack of transportation, home responsibilities, or lack of knowledge about how to help the school. Much more resistant to efforts to increase involvement are communities which are not so predisposed to bilingual education or to assisting the education process in the schools. The case histories reveal that in a number of communities parents and community members feel that the education of their children is the purview of the schools, and that parents would only be interfering were they to become involved. For example, the Parent Advisory Committee chairperson at the No. 9 project reported that:

> . . . community involvement did not reflect this (the very high community support for bilingual education) because of . . . the general belief that the education of the children is the responsibility of the schools and not the community.

Similarly, at the project No. 9, the author of the case history notes that:

> . . . cultural values enter into the dynamics of parent involvement. From the Southeast Asian group's perspective, education is viewed as the school's job and they have a strong "non-interference" value.

While the two comments above were taken from the case history of a project serving Asian populations, it is not only Asians who hold this view. For example, in the case history of a Hispanic project the author notes:

> . . . members of the Hispanic community are not comfortable with the idea of being directly involved with the school, so volunteering, visits to school, formal parent meetings, etc., are not a standard mode of operation.

Related to the problem noted above is the view held by some parents and community members that they do not have the necessary skills to be of assistance in the education of their children. For example, at the No. 6 project, the Parent Advisory Committee chairperson noted that:

> . . .many parents felt uncomfortable about becoming involved in their children's education because they felt ill-equipped to help them.

Also at the project No. 9 it was reported that parents were of the opinion that, "they have nothing to offer, since the teacher and school know more about education than they do."

The solution to such problems as the above is particularly difficult to formulate because they involve such intangibles as cultural values, personal self-assessment, and attitudes. In a few of the projects visited, however, it was reported that approaches that worked to overcome these obstacles to a greater or lesser extent had been found. For example, it was reported for project No. 1 that, "much greater parental involvement occurred when PAC members -- being parents of project students themselves -- contacted parents in the community to ask them to come to meetings, participate in training sessions, and help develop classroom materials for the project." Staff and PAC chairpersons at other projects as well noted that PAC members could play a critical role in overcoming the reluctance of parents to greater involvement in their children's schooling. As parents themselves, they could understand best the nature of the cultural values/attitudes which inhibited parental involvement and thus best suggest effective means for overcoming these. In general, projects reported the greatest success in dealing with problems such as the above when they were handled informally, i.e., by word-of-mouth communications, home visits, etc. The use of the parent's native language at PAC meetings, teacher or project staff-parent meetings, etc., also appeared to increase parental involvement. An extreme case of this was reported for project No. 8 where a wholly bilingual school had been set up.

> According to the PAC representative interviewed, the PTA at the bilingual school was far more active than the others. She felt that the bilingual project awakened this interest because the Native American Indian language of the parents was being spoken at the school and parents felt more comfortable coming.

While the above discussion has been concerned with impediments to greater parental involvement in the education of their children in general, and the operation of the Title VII project in particular, it should also be noted that some projects had since their inception had strong parental involvement and community support. For example, at project No. 4, "The Native American community has been very much involved in the bilingual school because it is essentially a community school." At another project "the Hispanic community was instrumental in having the Study (an evaluation of bilingual education in the area) implemented and the development of the Title VII project as one of the ways to meet the needs identified."

2.4 Adaptation to Local Contexts

There is often a tendency to think of bilingual education as some monolithic homogeneous entity which schools either have or do not have. Nothing could be further from the truth. As noted in the preceding sections and in the information presented in Volume I of this final report, the diversity of program types and methodologies is tremendous. Much of this diversity results from the adaptation of local projects to the needs, wishes and demographics of the community in which they are located.

In the case of certain projects, usually those exhibiting a particularly innovative or otherwise unusual approach, this adaptation to the community context is especially visible. For example, at project No. 4 it was noted that:

> In the 1930s, 800 Indian stories were collected from Indians on the reservation. These stories have been made available to the Language Program. A native-speaking brother/sister team is employed by the program to translate and transcribe these stories, which are becoming part of the curriculum. In addition, six elders from Canada and New York provide technical assistance on a consulting basis.

On the other hand, a number of projects had evolved in such a way that little or no English instruction took place as part of project activities, the focus of the project being on native language instruction (Cases 4 and 8). Again this was in response to the community whose interests lay in preserving the native language rather than improving the English abilities of the children. While the above examples represent the extremes as regards methodological and philosophical approaches to bilingual education, they serve to point out that the community contexts in which programs operate may differ dramatically, and that it would be misguided to presume that any one type of program or any one approach to bilingual education would satisfy the particular needs in each case.

2.5 Innovative Programs

In reaction to the community contexts in which bilingual education projects find themselves, many have attempted to move away from the more traditional approaches and to try more innovative methods. Most pull-out type programs, where the student is removed from class for tutorial assistance in English, the native language, and/or academic subjects, are the result of adaptation to features of the local community or service population. These features include: small number of students served per class/per school, lack of written materials in the languages served, community orientation toward an ESL-type approach, and lack of trained bilingual personnel. While pull-out type projects represent one kind of adaptation to such features, other approaches are represented as well. For example, in one particular school district these problems were handled by establishing "cluster schools." Because the situation is somewhat complex, we quote at length here from the case history of the project in that district (No. 14).

> The policy of (the school district) is that it is always preferable for students to receive appropriate instructional programs in the school which is their designated local school. However, there was only one school in the district that had sufficient numbers of LES students to support a bilingual instructional program with students coming only from its school attendance zone. Thus, given the geographic spread of LES students throughout the school district, the "cluster" concept seemed to be a practical and beneficial approach to meeting the needs of the LES students throughout the county.
>
> The "cluster" plan established bilingual/multicultural programs at selected schools which draw students from schools in geographic proximity. The cluster school continues to serve all students in its school attendance zone, while accepting students from surrounding zones to participate in the program of bilingual instruction. The cluster school is then the home school for any student receiving bilingual instruction regardless of the school attendance zone he actually lives in.

In another case, No. 11, the problem of a diffuse service population speaking numerous different languages was solved through the use of cable T.V.

> The school district's decentralized 2-way television bilingual education project utilizes the extensive communications network in this city. The interactive cable television facilities reflect an ongoing commitment to the effective use of communications technology to meet the educational needs of the community-at-large . . . . The special capability of the cable television facilities allows simultaneous, 2-way transmission of video signals on a single cable.

2.6 Materials Development

While materials are generally identified for Spanish projects there is a scarcity, or total absence, of relevant instruction materials in many of these newer languages which has raised problems for the implementation of programs at various sites. This has been due to a proliferation in recent years in the number of different language groups served by Title VII programs. A wide variety of approaches to filling this gap through the development of applicable language, mathematics and social studies materials have been taken.

Most seriously affected by the shortage of materials have been those American Indian and Asian languages for which nothing existed prior to the implementation of the Title VII project. At project No. 8, for example, there was no writing system for the American Indian language of the service population, and only marginal work on collecting information on the language had been done by missionaries and linguists in the preceding years. The solution to the problems which this posed for the Title VII program were resolved through an intensive effort on the part of the Indian community with outside assistance.

> An anthropologist, together with many local Indian assistants, then began the collection of oral histories and other materials in the native language. The tapes were transcribed in preliminary script as the present orthography had not yet been finalized. . . The linguistic analyses were done, an orthography agreed upon, and the work was begun on the dictionary, grammar, and first story book. Myths, legends, oral histories, and descriptions of cultural components were added later.

This simple statement belies the tremendous effort which the development of these materials represents. It can take years for a community to decide on an orthography for their language, not to mention the complexities involved in compiling a dictionary of a language. That the project accomplished so much in such a short time may be credited both to the overall cooperation from the Indian community at large and to the importance which this culture placed on maintaining their language and culture and seeing that their children were provided the best possible education.

Case No. 6 also has mention of the lack of appropriate curriculum materials as a factor hindering implementation. A similar case is No. 9. On the other hand, Case No. 10 mentions the various sources for instructional materials. Many other cases such as 3, 4, 9, 12, 13, 15, 19, 20 among others describe or list materials used in the classroom. Case No. 7 has a detailed discussion of materials used in defining entry/exit of LEP students. These cases may point to a future problem if the number of languages served continues to grow and the number of Spanish projects decline. Some of the cases suggest creative solutions to the problem.

2.7 Program Structure

Program Structure

Another topic of interest to readers of these case histories may be the relationship which the Title VII project has within the structure of school or school district operations. One means of looking at this is via the organization charts provided in the case histories, and the comments regarding the congruence of these with the operational relationships which really exist as reported by the project directors and other project staff. Although the organization charts, taken from project proposals, have to be taken at face value and cannot be interpreted for being more than they are, the charts included in this volume do provide a general sense for the relation between projects and schools and/or districts.

In some cases, the Title VII project director reported directly to the superintendent, e.g., Cases No.s 1, 13 and 15. And although in Case 11 the project director is shown on the organization chart to report directly to the superintendent according to the case writer, in the original application the project director was somewhat removed from the superintendent's office.

Often, the Title VII project director is at the hub of bilingual education program operations, as shown in the organization chart for Case No. 10. In others, the project director is seen as a staff member in a very special function. Case No. 16 describes the Title VII position as follows:

> The project director has almost complete control over programmatic functions that relate directly to the Title VII projects...However...has little control over classroom teachers or any functional activity that deals with the schools...The project director reports directly to the curriculum specialist...

According to the organization charts, some projects are directly under the school board (Case No. 4) an Assistant Superintendent (Case No. 5), or a Director of Federal Programs (Case No. 6).

Case No. 2 shows three organization charts by way of comparison. The first chart shows the bilingual program specialist reporting to the Assistant Superintendent for Educational Services and responsible for a very impressive array of supervisory and coordinative tasks. The next chart, which reflects a program evaluation visit, shows the Bilingual Specialist reporting to a Program Manager but with some supervisory and liaison tasks. The third, which is the case writer's point of view, indicates that the Project Manager had no responsibilities for supervising staff and reports directly to the Principal.

2.8 Coordination of Special Programs

The majority of projects visited in this Study have at least one other federally, state- or district-funded program serving the special needs of particular portions of the student population within the district. Most have more than one. These include programs funded through ESEA Title I, Title IV (Indian Education Act), Title VII-Migrant, Free Lunch, etc., as well as various state and local bilingual education, Indian education, handicapped education, migrant education and other programs. The coordination of program funds and project activities within school districts can take a variety of forms. In certain districts, state and local bilingual education funds are used to pay for staff salaries (in part or in whole) and materials, thus freeing more of the Title VII funds for other project costs. Such is the case in project No. 6 where a state Indochinese program paid for portions of the Title VII salaries. In a number of other cases, projects funded through different sources shared administrative and/or instructional staff, although the students served by the different programs were kept separate. For example, at project No. 7, the Title VII and the local bilingual education programs shared the same administrative staff, and inservice training for the instruction staffs of both programs was held jointly. In addition, the two programs shared instructional materials. The case histories presented here show that a number of other districts have similar cooperative arrangements for staff and materials among programs. (See, for example, the discussions in the case histories for Nos. 8, 12 and 22.)

In project No. 9, the school district shows a particularly unusual approach to coordinating a number of federally funded and state programs. Since each of the programs required a parent advisory committee (the district has Title VII-Hispanic, Title VII-Asian, Title I, migrant and state bilingual programs), and since each of the schools in the district benefited from one or another of the programs, the district decided to establish separate parent committees at each of the district schools consisting of parents of students served by any of these programs. In addition, a district-wide parent committee was set up composed of representatives from each of the school-level committees. At the district-wide parent committee there were subcommittees which handled the separate programs (i.e., one subcommittee for Title VII-Asian, one for the Title VII-Hispanic, etc.). As a result of this structure, the district felt that it could maintain a better handle on the overall benefit being received by the students from the different programs, and eliminate overlap by the numerous parent committees otherwise required for the different programs.

2.9 State Education Agency (SEA) Involvement

In many states, State Education Agencies (SEAs) play a role in the development and implementation of local projects interested or involved in bilingual education. The range of SEA assistance or involvement includes needs assessment, procurement of funds, project development assistance, project component support, and evaluation. The nature of the specific involvement for a SEA will depend on such factors as availability of funds, history of bilingual education in the state, role vis-a-vis the local education agencies, etc. In Case No. 5, for example, the SEA was instrumental in helping the local school district obtain funds and participated in or helped with the submittal of a proposal. However, as is mentioned in Case No. 6, sometimes an SEA is not involved at all.

A common role for the SEA is to assist school districts with assessing the need for various educational programs. Case No. 19 cites SEA assistance in needs assessment. That outside funding sometimes comes with problems is pointed out in Case No. 21, where the school district finds that it has to rely on a head count for funding but the counting is carried out when the school population is at annual lows. The timing of funds, that is, when funds are provided to the LEA also seems to be a problem. Case No. 13 also mentions the funding role of the SEA. Case No. 3 provides a lucid example of the kind of support which an SEA provides to early program development:

> "The program has its beginnings in 1969, when the local school district hired two bilingual teachers and two bilingual aides, fully supported through local funds...It was not until 1971 that the LEA received State aid and officially began its Transitional Bilingual Education Program. Eight bilingual teachers were hired...Local funds paid 20% of the teachers' salaries and State funds paid 80%."

As might be surmised, SEA sometimes step in to augment or complement an on-going program which may be receiving funds from other sources, e.g. ESEA Title VII, foundation funds, etc. As an example of this, Case No. 22 mentions how, in a local project with a heavy Hispanic student population, the SEA funds are used in support of the Korean component of the bilingual education program.

As noted above, many SEAs provide technical assistance. Aside from the needs assessments which are critical to planning at both the state and the local levels, other forms of assistance are needed for the development of bilingual education programs. Materials development assistance, and workshop development for project staff, is mentioned in Case No. 17. We find, as in Case No. 4, that SEAs help in other ways:

> "The State Education Agency was helpful in assisting the tribe to write the proposal and in evaluating the Title IV language project for its last three years of funding. The SEA also compiled statistics for inclusion in the proposal."

This concludes the introductory discussion of the case histories. The pages which follow contain the 22 cases selected for discussion.

CASE 1

FOLLOWING A PROGRAM INSTRUCTIONAL PACKAGE (PIP) MODEL

I. PROJECT OVERVIEW

Project Sube has been in operation since October of 1977, and is currently in its second to last year of funding under Title VII. While Project Sube was the only structured bilingual education program which has ever been offered in this school system, the district had also been receiving State funds for bilingual education at the rate of $15-25 per student served since 1974. These State funds were used for non-consumable supplies (e.g., books, records, and tapes). All of the students served by Project Sube were also counted for State funds; in addition, some students not part of Project Sube were counted. The school district also had available approximately $250,000 in local funds in 1975-76 for the procurement of equipment for bilingual education.

The school district had five schools serving a student population of 4,026 in grades K-12. Project Sube operated in two of these which served grades K-1 and 2-3 respectively. The students came solely from within the city limits; another school district served the area of the county outside of the city. The total population of the city was 22,220.* It was located in an area of rolling hills and prairie. The principal economic bases of the area were building materials and textiles, and the overall unemployment rate for the city was 6%.

The city was composed primarily of two ethnic groups: Hispanics (40%) and another European ethnic group (48%). The remainder of the city's population was Anglo (10%) and black (2%).

II. PROJECT CHARACTERISTICS AND GOALS

Project Sube was one of 19 Title VII projects to have implemented one of the Bilingual PIP models. The Venceremos model was selected for its adaptability to the local school district's curriculum and to the community context of the program. Project Sube adhered for the most part to the model in defining the role of the instructional consultant and project director, in its choice of performance objectives and in the materials used in the project. In teaching, reading instruction occurred first in the student's dominant language with concepts and subject matter being later reinforced in the student's second language. This initial instruction and reinforcement took place often on the same day. Team teaching was the rule within the project although the precise make-up of the teams could differ. Normally, in grades K-1 there was a monolingual (English) teacher teamed with a bilingual (Spanish-English) teacher, both of whom were assisted by a bilingual teacher aide. The bilingual teacher taught the Spanish-dominant and bilingual students, while the monolingual teacher taught these students along with English proficient students (the latter not in the Title VII program). This allowed the Title VII students to be integrated with non-Title VII students for a portion of the time. For example, the monolingual teacher would teach the students for a portion of the day (e.g., the morning) and the bilingual teacher would teach the Title VII students only during the rest of the day (e.g., the afternoon). Instruction was coordinated between the teachers so that the students received instruction in the same concepts and subject matter from both teachers in both languages.

---

*Preliminary Population Report, 1980 Census.

III. PROJECT PARTICIPANTS

Project Sube provided bilingual instruction to 367 students in grades K-3. The majority of the students in the project were English-dominant with only a small number of recent arrivees into the community being clearly Spanish-dominant. The English-dominant group consisted both of monolingual English students and bilingual children from the community's established Mexican-American population. The few Spanish-dominant students were the children of recent immigrants to the area from Mexico. The emphasis of the project was strongly transitional and there was a correspondingly heavy emphasis on exiting students from the project at the end of the first grade into all English-speaking classrooms.

Principals in both of the two schools in which the project operated rated the overall academic achievement of their students as generally somewhat higher than national standards, although with significant variation above and below the national standards. In grades K-1, the Title VII project students were rated about the same as the other students in the school, while in grades 2-3, the Title VII students were rated as performing somewhat below national standards overall, and the LEP students were rated as performing far below national standards. The low academic achievement of the Title VII students was in part ascribed to problems which they have in taking standardized tests and to the slower pace of the instruction which they received because of its being carried out in two languages.

The student population in the project remained relatively stable over the past three years. What changes there had been came about as a result of project and school administrative decisions to serve more students and not as a result of new students moving into the school district. The overall rate of in- and out-migration of students from the school district was less than 10% per year.

Students were placed in the Title VII project if they scored below the 40th percentile on achievement tests in reading English and/or if determined to be a half year or more below grade level by an informal reading assessment.

Both published and locally developed tests were used for placement along with teacher observations and parent surveys. The same measures were used for exiting students from the project. Students were exited if they scored above the 40th percentile on academic achievement tests and/or if they were judged less than one half year below grade level in reading by teacher informal assessment. The project staff was generally quite satisfied that these entry and exit approaches were appropriate and accurate.

IV. PROJECT PERSONNEL

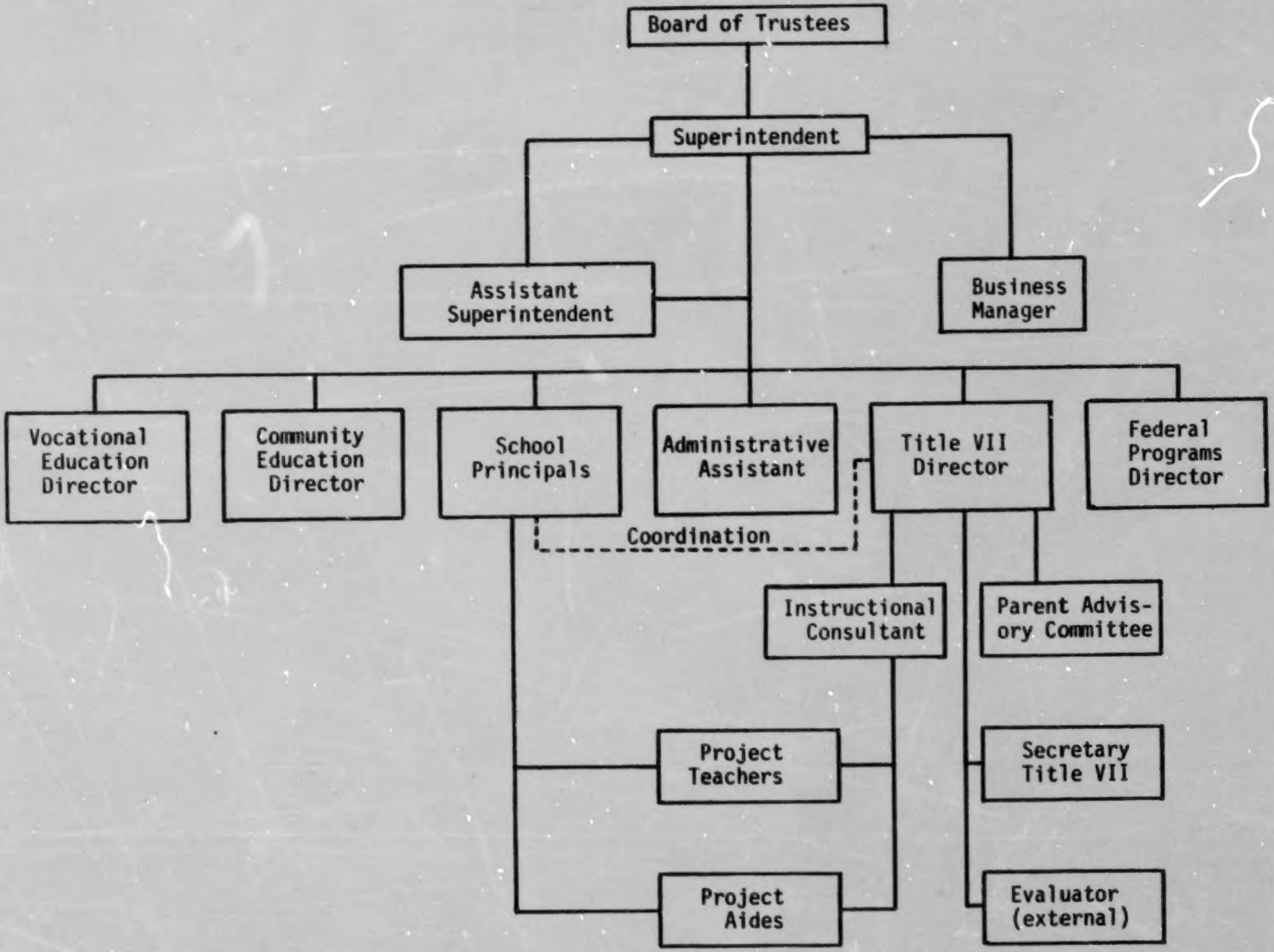
The project's staff consisted of the Project Director, an Instructional Consultant, one secretary, and a varying number of teacher aides. There were ten and one-half teacher aide positions funded through Title VII, all of which were filled throughout the year; these positions were divided among a number of aides, some of whom worked part-time so that the actual number of teacher aides was always more than ten. While the position of Parent Advisory Committee chairperson had been a single position during the previous three years, medical difficulties on the part of the previous chairperson required that there be another person selected for this position for 1980-81. Both the previous chairperson and the newly appointed chairperson served together as co-chairpersons during 1980-81.

The position of Instructional Consultant was prescribed by the choice of the PIP Venceremos model, and was filled in this project since its beginning. The Instructional Consultant was also Project Director during the first year of funding. In the second year, the Instructional Consultant took over the position of Project Director. During the 1980-81 school year, the Project Director was on leave from the project for part of the time to finish her doctoral dissertation. During this absence, the Instructional Consultant assumed many of the Project Director's duties. Normally, the Instructional Consultant was responsible for assisting in selecting and preparing instructional materials, assisting in implementing instructional strategies, planning and implementing staff development, and monitoring of teacher and student performance on a weekly basis. The Project Director had originally been hired during the first year of the project to serve on a part-time basis as the Instructional Consultant. Previously, she had been the principal of a school in a nearby city. In the second year of the project, the Project Director and Instructional Consultant changed roles as a result of a mutual decision about which of them was best suited for the role. There remained, nevertheless, a great deal of interchangeability between the two in that either one was ready and able to replace the other in their role whenever necessary. The organizational chart for the Project, as drawn up by the project staff, is provided on the next page.

V. PROGRAM DEVELOPMENT

The initial planning for the project came about through the efforts of the first Project Director who, after being approached on the

ORGANIZATION CHART



subject by the Superintendent's administrative assistant (current Instructional Consultant), went to the Federal Programs Coordinator and the Superintendent. They, in turn, went to a private non-profit research corporation which provided substantial assistance in preparing the initial project application for funding from OBEMLA. The Superintendent, along with project staff and the bilingual teachers, continued to be actively involved in maintaining the operation of the project. Because some materials for the teaching of English to bilingual students were already in use in the schools when the initial application was funded, and because the PIP model selected called for adapting materials already in use, materials selection and development was not a primary concern at the beginning of the project. During the first year and in subsequent years, materials selection and development was carried out by the Instructional Consultant, Project Director, and the project teachers working in teams. A great deal of time was spent by the Instructional Consultant working with teachers and parent groups in developing materials and in adapting materials from elsewhere to the needs of the project.

VI. INSTRUCTIONAL COMPONENT

The basic objective of all Title VII classrooms in the project was to teach students concepts and subject content initially in their dominant language (for the most part, English) and then to reinforce this instruction by teaching the same concepts and subject content in the second language. There was general agreement among the project teachers that the objectives which they set for bilingual students in mathematics, social studies and science were the same as those which they would set for monolingual English-speaking students except that in some cases instruction was somewhat slower-paced because the material had to be taught twice, once in each language.

In addition to their need for special help with English, project teachers noted that the bilingual students also had need of assistance in improving their self-concept and widening their ranges of experience.

All project classes were held in school in regular classrooms. No attempt was made to separate Title VII classrooms from other classrooms in that Title VII classrooms alternated with others in the two schools. This appeared to be part of the district's and the project's plan to integrate Title VII students with the rest of the student body to the extent possible. All of the classrooms were well lit and comfortably furnished. Individual classrooms varied markedly in the amount of student materials (papers, artwork, etc.) and other wall decorations and instructional materials present. Overall the classrooms appeared colorful and cheery. While in a few of the bilingual classrooms, materials on the walls and about the room were equally in Spanish and English, in most of the bilingual classrooms, English language materials predominated. There were also few cultural heritage materials to be seen. While there was a great deal of materials development and adaptation carried out in the project, a number of commercial materials were also used. All of these were selected so as to fit in with the PIP Venceremos model and the particular needs of the students. Three of the principal series used were:

Houghton Mifflin Basal Reading Series (English reading)
Laidlaw Readers (Spanish reading)
English Around the World Series (English as a second language)

It was not possible to give a typical schedule or time line for instruction received by students in the project because the situation differed greatly for each teaching team. On the average, teachers in grades K-1 reported that they spent roughly equal time teaching English reading and language arts and Spanish reading and language arts, and significantly less time on English as a second language than on reading in either of the two languages. About an hour to an hour and one-half were spent on mathematics, social studies and science. About one-half hour a week was spent on cultural awareness. A similar schedule of activities was reported by teachers in grades 2-3 except that significantly more time was spent on teaching English reading and language arts than on Spanish reading and language arts. Students in all grades alternated on any given day between instruction by the monolingual teacher, instruction by the bilingual teacher, work with the teacher aide, and classes with non-Title VII students in such subjects as music, art, gym, etc.

VII. STAFF DEVELOPMENT AND TRAINING COMPONENT

Project Sube provided opportunities for both inservice and formal educational training for both teachers and teacher aides. Inservice workshops for teachers focused on the project objectives, adapting materials to the student needs and project goals, and topics in the teaching of reading and bilingual education in general. Inservice training for teacher aides consisted of workshops on the improvement of literacy skills, orientation to project materials, instructional methodology for teaching reading to bilingual students, etc. Provision was made for teachers to attend classes in reading for bilingual students, linguistics and sociology in an M.A. program at a nearby university. The same university also offered courses leading to bilingual education certification which teacher aides in Project Sube could attend.

VIII. PARENT/COMMUNITY INVOLVEMENT

The Parent Advisory Committee for Project Sube consisted of four elected members with two co-chairpersons. It was primarily involved in disseminating information about the objectives and activities of the project to parents and other members of the Hispanic community, assisting in parental training sessions in bilingual education organized by the project, and developing greater parental involvement in the education of their children and greater parental support for the project. The PAC went on field trips to observe Parent Advisory Committees in other cities in order to find out how to increase parental involvement and improve the operations of the PAC. Its members also looked at Title VII projects elsewhere to get ideas on how the PAC could help in the operations of the project. The primary means used for disseminating information was by word of mouth. Project staff found that much greater parental involvement occurred when PAC members -- being parents of project students themselves -- contacted parents in the community to ask them to come to meetings, participate in training sessions, and help develop classroom materials for the project. Plans were also made to develop a project newsletter operated through the PAC, but this plan was not put into action.

PAC meetings were held in English; however, translation into Spanish was provided when necessary. Also, if participants at a PAC meeting had not followed everything which had occurred at the meeting (for whatever reason), a member of the PAC reviewed the meeting with them after it finished.

IX. PROJECT MANAGEMENT

Project Sube made specific plans for the management of the project in three areas. First, in the area of staffing, the project incorporated a team-teaching approach wherein a bilingual and a monolingual (Enlgish) teacher were paired to teach the same group of students at alternating periods during the day. This approach was adopted for a number of reasons including: (1) a desire to better integrate the Title VII students into the regular school curriculum through contact with regular (monolingual) teachers as well as bilingual teachers, (2) the lack of sufficient numbers of certified bilingual instructors in the state, and (3) the English-dominant background of the majority of the students. Second, in the area of program evaluation, the project spent considerable effort in carrying out both internal and external product evaluations of its instructional component with a primary emphasis on student test scores as a measure of student gains throughout the program. Plans were for more such evaluations to be carried out on a regular (more than once a year) basis. The third area in which the project made, and carried out, specific plans was in the reporting and dissemination of information about the project. Excerpts from and copies of evaluation reports were distributed to the school board and the community in general. On a more informal level, information about the project was transmitted by telephone and word-of-mouth by staff members and members of the PAC, in particular to members of the Hispanic community.

The Project Director and the Instructional Consultant essentially shared responsibility for project operations; the Project Director was in charge of all interactions of an administrative nature (e.g., with the school superintendent, school board, OBEMLA, etc.) and the day-to-day administration of the project, while the Instructional Consultant handled oversight of the instructional/classroom component of the project and interfaced between the project and project teachers and teacher aides. Decision-making within the project was a joint responsibility of the Project Director and the Instructional Consultant. When this site was visited, the Project Director was on a temporary leave in order to finish her doctoral dissertation and the Instructional Consultant was handling all of the responsibilities for both the administrative and instructional management of the project.

While Project Sube, through the Instructional Consultant, had direct responsibility for the supervision of instruction and for curriculum content in Title VII classrooms, it had limited responsibility for the official supervision of teachers in these classrooms, student placement, scheduling of classes, teacher/student ratios, teacher evaluation, or student discipline. These areas were supervised by the school principals. The same applied to the supervision of teacher aides by the project and the school principals except that the teachers also had supervisory responsibilities over the day-to-day activities of the teacher aides.

For the most part, the project had great control over the materials and supplies used by the project itself and in the Title VII classrooms, for the training and staff development of project teachers and staff, for plans to gain community involvement, for the dissemination of information about the project, for the evaluation of the project, and for the general operations of the project office.

Because of the lack of sufficient numbers of certified bilingual instructors in the state, the team-teaching model previously discussed was adopted and inservice workshops were set up to prepare the monolingual and bilingual teachers for teaching bilingual education. Also, a number of monolingual regular classroom teachers in these teaching teams were given temporary bilingual certification while they took graduate coursework toward permanent certification.

Of the materials available for teaching bilingual classes to Spanish-speaking students, most proved to be unsuited to the team-teaching approach taken by this project. Teachers, project staff and parents set up teams which were actively involved over the previous three years in rewriting, translating, and developing new materials suitable for the project.

The two most important factors which appeared to have helped in the implementation of Project Sube were the adoption of a formal model for the project (the PIP Venceremos model) and the presence of very capable individuals in the positions of Project Director and Instructional Consultant. The adoption of a formal model for the project appeared to have been instrumental in softening some of the opposition to bilingual education among school administrators and the community in general. Also, the model chosen was one flexible enough to permit the necessary modification of the project to the needs of the students and standards of the community.

The Project Director and the Instructional Consultant elected to change positions during the second year of the project because they felt that their particular talents were best suited to the other position (the original Project Director had been a classroom teacher and felt better suited to the position of Instructional Consultant, while the original Instructional Consultant had been a school principal and felt better suited to the administrative tasks of the Project Director). An additional benefit of this change was that both individuals had previous experience in each other's positions. This made it possible for them to take over the responsibilities of the other's office whenever necessary.

The two factors which hindered the implementation of the project were the lack of sufficient numbers of certified bilingual instructional personnel in the state and community attitudes that were anti-bilingual education and, to a lesser extent, anti-Hispanic. The lack of sufficient numbers of certified bilingual instructional personnel was a statewide problem which the project attempted to resolve through its use of team-teaching and inservice and graduate training programs. Despite these efforts, however, the high turnover of bilingual teachers (as a result of their obtaining higher paying jobs elsewhere) continued to be a problem.

Project teachers, teacher aides and staff, as well as many school administrators, were unanimous in pointing to community attitudes as a problem in the implementation of the project. While the community was 40% Hispanic, another 48% was of another European ethnic group which for the most part lost its language while preserving its cultural traditions. This latter portion of the community appeared to hold the opinion that it had had to learn English (and give up its native language) through a process of total immersion in English, and therefore, by extension, there was no need for a special program to enable the Hispanic part of the community to learn English. There was also a certain ethnocentrism present within this non-Hispanic ethnic group which led to generally anti-Hispanic attitudes. Further, this latter group was the "power group" in the community in that it owned most of the businesses and its members occupied most of the elected positions, such as membership on the school board. While it was difficult to be specific in assessing the problems which these community attitudes caused for the project, it was apparent that their existence meant that at each step in implementing the project additional effort was needed in order to get things done.

X. INTERMEDIATE OUTCOMES

Overall, the plans which had been set out for the project in the areas of staff development, project management, instruction, and parent involvement were carried out as planned. The difficulties encountered in finding enough certified bilingual instructional personnel were for the most part compensated by inservice training for monolingual teachers on a regular basis and by the use of teacher aides. While parent involvement with Project Sube was at a low level in comparison to some other projects in the same area, it appeared to be at an adequate level for this community. In general, the project appeared to have been highly successful in implementing its plans and adapting the project to a difficult community situation.

CASE 2

THE PROBLEMS OF AN INDO-CHINESE PROJECT

I. PROJECT OVERVIEW

Begun in the fall of 1979 and expected to be funded for three years, this project was primarily concerned with teaching English as a second language to children who were from one Indo-Chinese country (Vietnam). The project was under a consortium of three school districts with the high school district serving as the grantee and each of two elementary/junior high school districts serving as a subgrantee. The field visit was conducted exclusively with the two elementary/junior high school districts.

A. Background Information

1. Historical Development

The current Title VII project was an outgrowth of an earlier Title VII project which ran from July 1975 through June 1980 in which both elementary/junior high school districts participated. It also focused on teaching English as a second language; the target language group was Spanish. With a substantial influx of students from Vietnam, the second Title VII grant shifted attention to these children, who had little or no English skills.

In one district, there were 24 schools serving over 11,000 students with one elementary school participating in the Title VII project. In the other district, there were 18 schools serving more than 8,000 students with three elementary schools and one junior high school participating in the Title VII project.

2. Context

a. Community Demographics

The population of the area including both school districts was estimated to be 150,000-200,000. Including several incorporated cities and surrounding suburbs, the area was a densely populated portion of a seacoast county near a major city in the west. Local business, tourism, oil and commuting to the major city comprised the economic foundation of the community.

b. Other Programs for Title VII Students

There were differences between the other district programs in which Title VII students participated. In the district with the single participating school, many Title VII students received benefits from teachers, instruction and materials sponsored by Title I, including migrant and from other state programs. Extra instruction and materials came from Indian Education Act funds. The Indo-Chinese Program provided many Title VII students with additional instruction and materials and Right to Read offered materials to a few Title VII students.

At the district level, participation in multiple programs in the two districts led to a common problem -- the difficulty of coordinating services to the same child. In addition, the school district with a single participating school experienced a recordkeeping problem as a function of different program requirements and the necessity of having to create several files for the same child rather than just one. From the principal's perspective, multiple funding at the one participating school in the district overlapped with district assistance and the result was excessive paperwork. At two of the four schools visited in the other district, no such administrative problems were noted.

All or most of the limited English proficient students at all three schools visited in the two districts received other special instruction services. For the single school in the one district, these services were Title I reading and mathematics. In both of the two schools in the other district, oral language Title I instruction was provided. In one school, limited English proficient students not receiving Title I oral language instruction received ESL through another Federal program or a state program. In the other school, such children also received Title I reading and mathematics, and six children received extra instruction through the Indian Education Act Program.

Multiple instruction services created problems for the school in the one district and for one of the two schools in the other district. The problems included scheduling, providing staff development time, extra paperwork and students interacting with too many different people all offering some type of instruction. The third school principal claimed no problems but explained that all teachers had taken workshops on how to deal with limited English proficient students including how to organize instruction to help children smoothly move from class to small group to other class arrangements.

The two schools from the same district had good coordination between the Title VII program and the regular education program, curriculum planning, and substantially less informal teacher communication. By contrast, the single school in the other district had not achieved such coordination. One reason offered for this was that the project director was occupying his position without much enthusiasm, preferring to do something else.

3. Needs Assessment

A needs assessment covering all key topics except non-public school involvement was conducted by the school in the one district for the 80-81 school year. No such needs assessment was conducted for the other schools in the other district although early plans called for the use of the district comprehensive survey being carried out for another purpose. Response for that survey was inadequate or incomplete and the methodology for the data analysis never crystallized and results became unavailable.

B. Objectives and Procedures

1. Primary Program Features

The project adopted no externally developed model. Students who had not learned to read in any language prior to entering the program learned to first read in English, using a common core approach which minimized dialect and cultural differences. There were differences perceived by the two project directors in terms of the method which was being used to teach English to non-English speakers. Both, however, agreed that content may be explained in both English and the native language at the same time with the teacher or aide switching between the two languages.

2. Plans for Continuation After Funding

Both school district assistant superintendents agreed that the bilingual education program would be reduced if Title VII funding was cut back or discontinued. Reduction would occur in a variety of areas including fewer limited English proficient students, fewer teacher aides and bilingual resource teachers, fewer instructional materials, and fewer inservice training courses.

Principals at the two schools visited in one district agreed that their school bilingual programs would be reduced with an emphasis on fewer instructional staff, i.e., fewer teacher aides and bilingual resource teachers. The principal of the school in the other district expected the school bilingual program to remain about the same.

C. Participants

1. Characteristics

The project served grades K-6 averaging 18 students per grade in the one school in one district. The project served varying numbers of students per grades K-6 in the four participating schools in the other district.

The average number of students served per grade was five in the elementary school not visited, while the average numbers were six and forty-three in the schools visited. (The latter school had at least 60% minority enrollment). Only the single Indo-Chinese language students were served by the project although in the course of the 80-81 school year at one of the schools visited, another Indo-Chinese language group with limited English skills had exceeded the number of children served by the project.

For the two participating schools in one district, overall academic achievement of non-Title VII program students was at or below national standards. Those in the Title VII program were at or below national standards. At the school in the other district, all students about equalled national standards.

At the school in one district, the mobility of students was dramatically high. Over 70% of all students moved into or out of the school attendance area during the 80-81 school year. A comparable percent of limited English proficient students moved into the school attendance area while between 21-30% moved out. The two schools in the same district exhibited a pattern similar to each other which was much less severe than the other school. Between 35-40% of all students left the school attendance area while 20-25% moved in. Only 10-15% limited English proficient students left the school attendance area while a comparable percentage moved into one of these schools. At the other school, no new LEP students could be enrolled because the school could not exceed the 40% maximum enrollment of these Indo-Chinese according to state regulations. The project directors for both programs indicated that changes in project enrollment would exceed 40%.

As might be expected, the two schools with lower turnover in Title VII students experienced few if any problems for the school instructional program. It was noted, however, by one principal that teachers experienced some frustrations in that soon after they saw progress, those students moved and were replaced by students with few skills so it meant starting over. In the school with exceptional turnover in Title VII students, the impact on the school instructional programs was great and took many forms, including the continual need to: identify language strengths and weaknesses, adequately determine grade level, and try to maintain a one-third Anglo ratio per class. Communicating with parents of new students also was difficult since they often had few English skills themselves, making translation necessary.

2. Entry/Exit Criteria

Criteria to include and exit students from the program varied from one district to the other. Reading was assessed at entry in one district for all children, including Title VII participants, using the Comprehensive Test of Bilingual Skills (CTBS) as mandated by the district. Speaking and listening comprehension were assessed at entry using the Bilingual Syntax Measure developed by the Psychology Corporation. No specific assessment was made of writing. Similarly, these same measures were used to determine exit. In addition, overall teacher observations of student performance were considered. However, Title VII students typically received assistance in academics beyond exit levels of English proficiency. Entry/exit assessment techniques were deemed moderately satisfactory.

In the other district, the school Title I psychologist administered a commercial reading ability test and the Language Assessment Battery (LAB) to assess reading at entry. The LAB was also used to assess speaking, writing and listening comprehension at entry. Other entry assessment tools included local tests, teacher observations and parent surveys. Level of English proficiency was not addressed since there was no exit from the program -- the target native language made students continuously eligible to receive Title VII services regardless of English proficiency. Satisfaction was minimal with all entry criteria except parent surveys where satisfaction was moderate.

D. Personnel

For the 80-81 school year, staffing for the district with one school participating in the Title VII program consisted of one half-time project director, one full-time resource teacher, one quarter-time consortium-level resource teacher and six teacher aides working 40% time over 10 months, all paid out of Title VII. Funding for the 79-80 school year was identical.

In the other district, for the 80-81 school year, staffing consisted of one full-time project director, two full-time resource teachers, one quarter-time consortium-level resource teacher, five teacher aides at 63% time and one secretary at 44% time. All personnel were fully funded out of Title VII except the project director who was three-quarter time Title VII funded. One full-time resource teacher and one three-quarter time resource teacher were added to the project roster in 80-81 over and above the 79-80 staffing pattern.

The organization chart for the district with four schools participating in Title VII is shown as Exhibit 1. One modification to be noted is that instead of a district-level PAC there are separate PACs for each school. Another modification is the addition of a theater and oral language resource specialist. Exhibit 2 shows the formal organization chart as it appeared in the first year

EXHIBIT 1
PROJECT ORGANIZATION IN THE SCHOOL DISTRICT

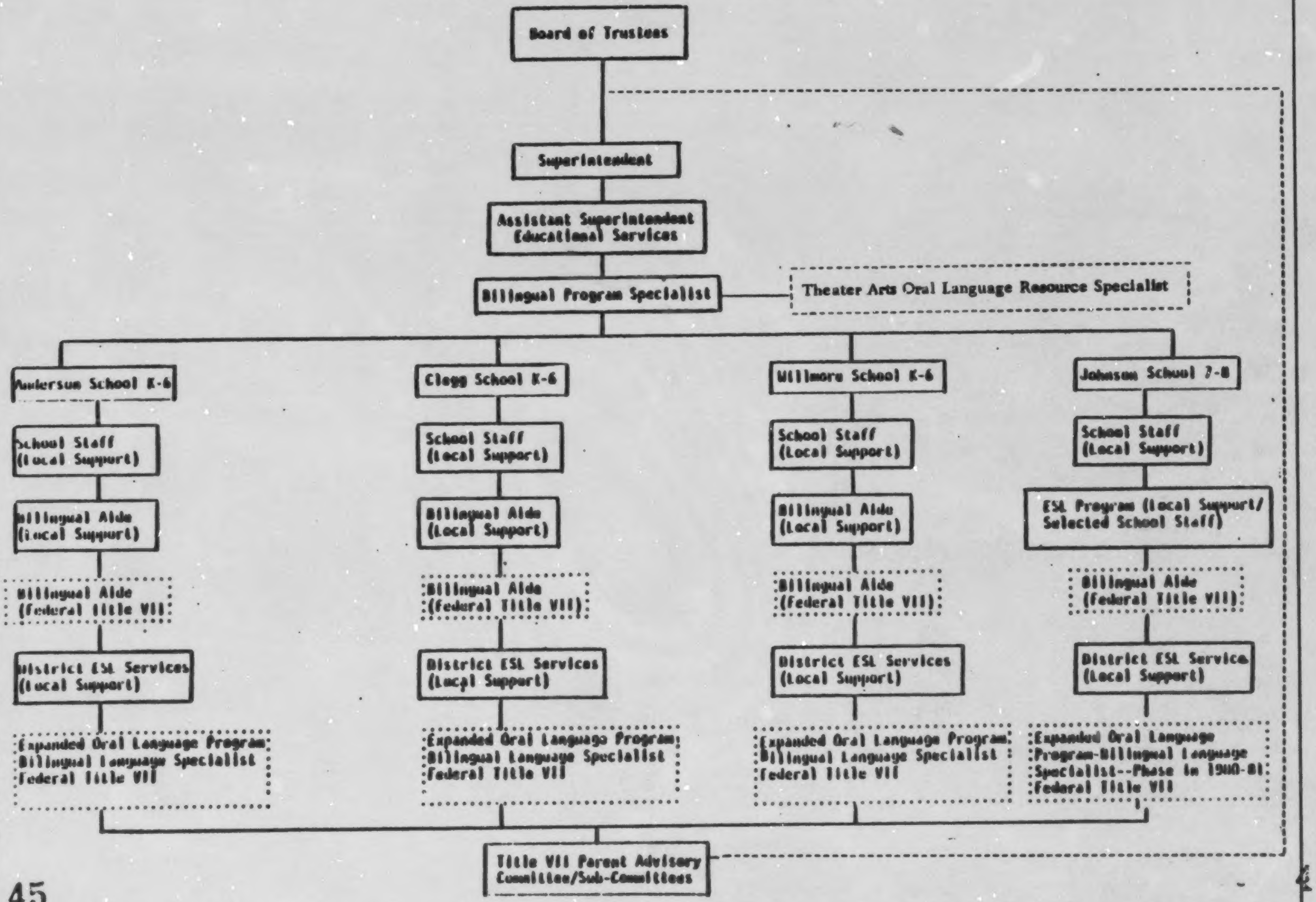

Board of Trustees
Superintendent
Assistant Superintendent Educational Services
Bilingual Program Specialist
Theater Arts Oral Language Resource Specialist
Anderson School K-6
School Staff (Local Support)
Bilingual Aide (Local Support)
Bilingual Aide (Federal Title VII)
District ESL Services (Local Support)
Expanded Oral Language Program Bilingual Language Specialist Federal Title VII
Clegg School K-6
School Staff (Local Support)
Bilingual Aide (Local Support)
Bilingual Aide (Federal Title VII)
District ESL Services (Local Support)
Expanded Oral Language Program Bilingual Language Specialist Federal Title VII
Willmore School K-6
School Staff (Local Support)
Bilingual Aide (Local Support)
Bilingual Aide (Federal Title VII)
District ESL Services (Local Support)
Expanded Oral Language Program Bilingual Language Specialist Federal Title VII
Johnson School 7-8
School Staff (Local Support)
ESL Program (Local Support/ Selected School Staff)
Bilingual Aide (Federal Title VII)
District ESL Services (Local Support)
Expanded Oral Language Program-Bilingual Language Specialist--Phase in 1980-81 Federal Title VII
Title VII Parent Advisory Committee/Sub-Committees

EXHIBIT 2

PROJECT ORGANIZATION IN THE SCHOOL DISTRICT

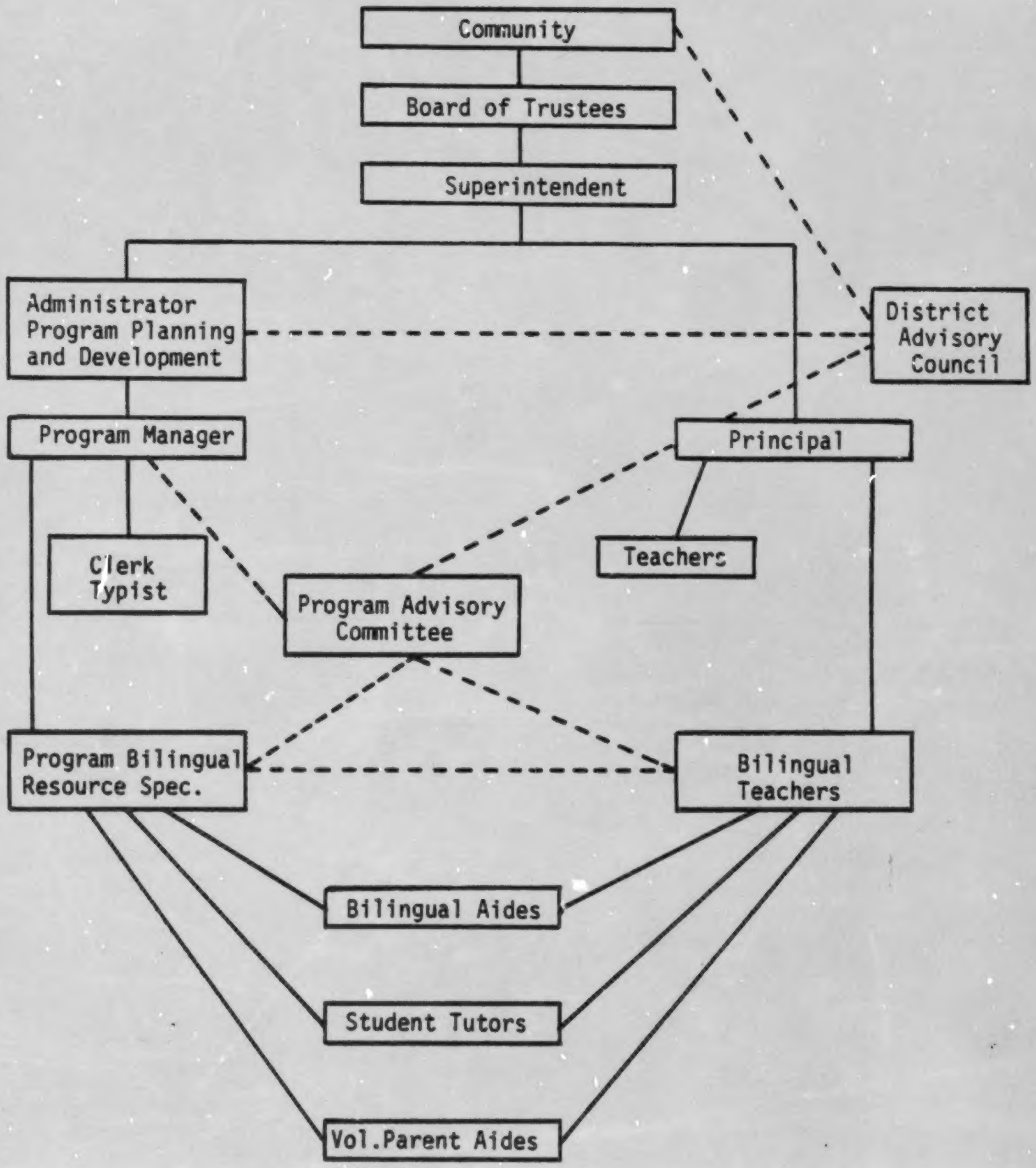
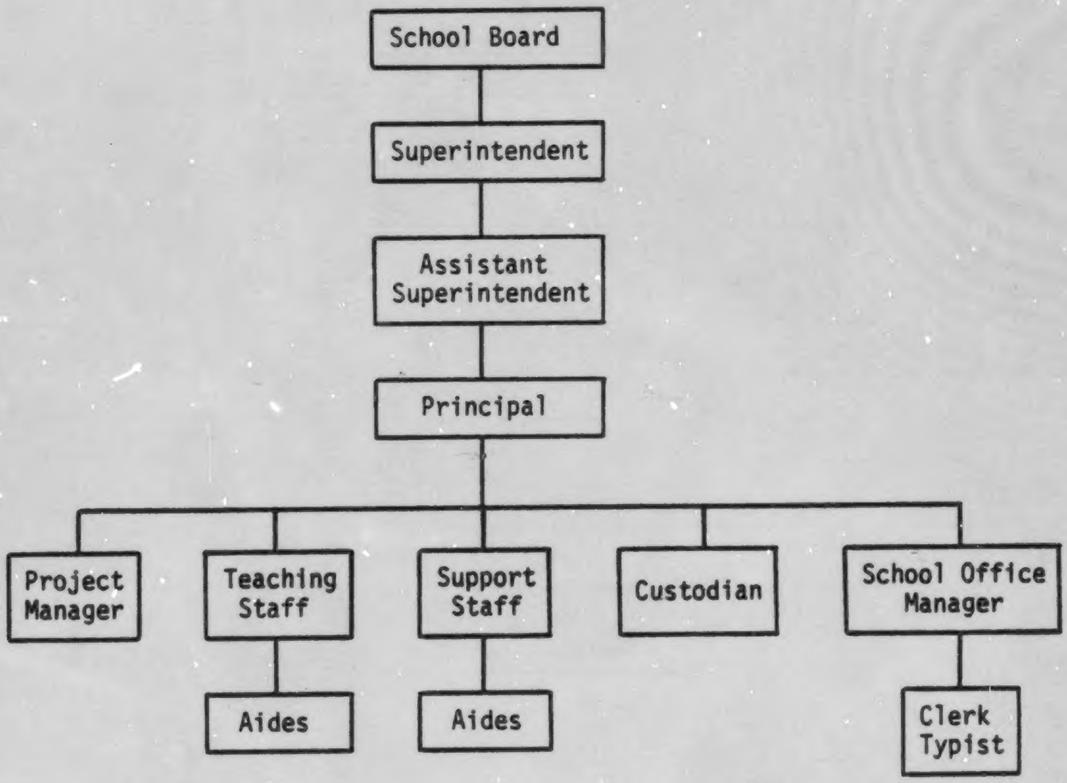


EXHIBIT 3

THE PROJECT AS OBSERVED BY THE WRITER



evaluation report for the other district. Exhibit 3 shows the case writer's perception of how the Title VII program fit into the school district framework. According to the latter chart, the project director had no direct responsibility for other Title VII staff -- rather the school principal assumed this function.

In both districts, the most common teaching pattern was teacher/teacher aide. In one district, the solo teacher pattern was equally as common while in the other district, the teacher/teacher team was used less frequently.

There was one bilingual aide supported by Title VII funds per one monolingual teacher. Other aides, often funded from Title I or Economic Impact Aid, might also be assigned to work in Title VII project classrooms. The bilingual resource teacher worked on a pull-out basis with those students who had few, if any, English skills, or worked in-class with small groups of such students.

II. PROGRAM DEVELOPMENT

A. Planning the Program

Most influential in implementing and keeping the program going in both districts were the school principal and Title VII teachers. Equally significant in one district were the bilingual teacher aides. In both districts, project teachers were primarily responsible for selecting Title VII teaching materials.

B. Changes/Growth in the Program

There were no changes between submission of the grant application and actual implementation except increased personnel to accomplish project goals in the district with four Title VII schools. Considerable autonomy was exercised by the principals of each of the four schools. Consequently, operational modifications were made to accommodate individual school conditions.

The other district received project funds in mid-October and had to turn back significant grant funds because staff were not able to spend it all by the end of the first project year. Furthermore, there was an increase in quantity but not quality of materials. Modifications were made in this district because of an increase in the number of students. The project has adapted to meet local community features and student needs in the form of materials design, stress on safety, and consideration of cultural background.

III. INSTRUCTIONAL COMPONENT

A. Objectives

In both school districts the fundamental instructional goal of the project was to teach limited English proficient students English as quickly as possible and integrate them into the regular classroom. As needed, the bilingual aide translated for those children who did not understand the teacher. At early grades, instruction may have involved visual, auditory and manipulative activities with a focus on language needed for daily living. Vocabulary development was stressed through identification of objects with which students came in contact. Most modifications related to adaptation to needs (e.g., need to review often as students forgot what they learned earlier, and the need to review for slower students).

Bilingual education activities included seeing and touching objects, learning to follow commands and directing others, use of the IDEA kit, celebrations of home country holidays, cultural folk tales and art projects. Some modifications were made when the resource teacher spent limited time in various classrooms. Rather than being responsible for the whole class, the resource teacher worked with most needy children while the teacher and aide each worked with other groups of children. Due to the minimum involvement by the resource teacher in a class where the aide left and had not yet been replaced, the teacher depended upon the most proficient Indo-Chinese children for assistance on a more regular basis.

A variety of techniques were used by teachers to maximize the opportunity to work with students, especially limited English ones, in small groups. These included split proficiency groupings, staggered school sessions, and access to someone to translate basic subject areas at different times of the day. Few if any modifications in scheduling were made.

Teachers' approaches to materials varied substantially across districts as well as across grade levels at the same school. In the district with a single Title VII school, materials were limited. One teacher had none at the beginning of the project, ferreted out some and adapted them based on general education skill and experience. Another teacher had access to some purchased materials and depended upon the resource teacher for additional materials. In the other district, teachers conducted an on-going review of available materials and attended conferences to identify new materials.

Whether objectives for limited English proficient students were the same as for English proficient students seemed to vary by teacher and by subject area. For some teachers, there were no differences across subject areas. There were less likely to be differences in objectives for mathematics and science than for social science. Objectives for limited English proficient students in social studies might place more emphasis on U.S. and native culture, be slower paced, or focus on vocabulary and map/continent skills instead of history.

Teachers generally agreed that the Indo-Chinese children had special needs beyond their need for English proficiency. In particular, there was the need to blend the Indo-Chinese and U.S. culture because they were so different. This suggested socialization skills for the community and for the school setting. Furthermore, in the home country, education was completely separate and seen as the responsibility of the schools without parent involvement. In school, the children were extremely competitive, partly reflecting the need to compete in the home country to stay in school. Perhaps an indication of this perspective, according to one teacher, was the general unwillingness of these children to make a mistake. Even if the assignment was to draw a picture, these children preferred to have a picture to look at so they could copy it exactly.

B. Physical Layout of Instruction Facilities

In one school district, classrooms were located in school buildings but isolated from regular classrooms. At schools in the other district, bilingual classes either took place in classrooms mixed with all-English-speaking classrooms or they were pull-out. Generally, the physical configuration of the bilingual classrooms did not interfere with the learning environment and were conducive to promoting learning through a pleasant atmosphere.

C. Key Materials

There was diversity in the materials used in project classrooms. One major reading series used at one school was the Peabody Reading Readiness. Major reading tools at other schools included the Borg-Warner Educational Systems 80, Houghton Mifflin Reading series and SRA Reading Lab. One interesting source of mathematics materials was from a nearby ESEA Title I project. Without exception, in-class materials were exclusively in English.

IV. STAFF DEVELOPMENT AND TRAINING

In the district with one participating Title VII school, inservice plans were mostly informal in terms of identifying staff training needs, encouraging teacher visits to nearby projects and offering slide and cassette presentations for aides. No formal education opportunities were planned. Objectives in the other district were more structured for inservice with a stress on ESL and cultural awareness for teachers, encouraging conference and workshop attendance for teacher aides, and providing training on special topics, e.g., how to deal with the American school system, ESL techniques, etc. Here too no formal educational training was planned because there were no courses focusing on the particular Indo-Chinese language at local colleges and universities.

In the one Title VII school, professional and paraprofessional growth had been primarily achieved through interaction with staff at other projects. In the other school district, the major thrust had been the provision of English language training to teachers in the project schools. All other areas in both districts received little or no attention.

V. PARENT/COMMUNITY INVOLVEMENT

A. Objectives

In one district where a translator was used with the PAC chairperson, time contraints prohibited review of specific objectives. In the other district, the PAC chairperson for the school with the largest Indo-Chinese student population was interviewed. The short time for interview and limited English skills of the chairperson made review of specific objectives impractical.

B. History

In the district with one Title VII school, community attitudes over the past two or three years have changed toward an ESL approach with the emphasis on transition to an all English-speaking classroom. In the district with four Title VII schools, community attitudes remained about the same over recent years.

C. PAC Structure

In one district, 10-12 members who made up the PAC were predominantly Indo-Chinese. Some spoke Spanish. In the school-level PAC made up of 6-8 members, most were Indo-Chinese also. In addition, one individual from each of two other Indo-Chinese countries was a member of the PAC.

D. Nature of Involvement

In both districts, project management encouraged parent/community involvement (e.g., to attend class activities) through meetings, invitations, and messages sent home in the family's dominant language. The project used a variety of techniques to communicate with local community groups and residents. Common to both districts were use of the telephone, word-of-mouth and notes sent home with children. In addition, some of the four schools in the same district had their own project newsletters. A district-level newsletter was in process. For the other district, district-written announcements were sent out as were project-written announcements and correspondence. Home visits provided yet another avenue of communication in this district. In both districts, the PACs were involved in disseminating information.

Translators were used to communicate between Indo-Chinese and Spanish PAC members in one district. In the other district, English was the language of communication for Indo-Chinese from different countries.

According to both PAC chairpersons, no parents volunteered to work in project classrooms. A host of reasons kept parents from volunteering including poor English skills, long working hours, other children to care for, belief that education was the school's job, and shyness.

VI. PROJECT MANAGEMENT

A. Objectives

No staffing control was exercised by the project director in the single Title VII school district; local regulations and policies governed full-time equivalents relative to average daily attendance. In the other district, the plan was to maintain the previous staffing pattern. Considerable local school autonomy led to some modification in one school where LEP students were not grouped in self-contained classrooms but were spread throughout the school. These students received special help at the resource center.

The same external evaluator who had assessed first year progress would continue to assess 80-81 student progress for both school districts. The method of data collection was streamlined to make recordkeeping for the four Title VII school district more accurate. High student transiency made students' progress hard to track. The single Title VII school district had no formal plans for development and procurement of materials. The four Title VII school districts planned to develop and/or purchase appropriate materials. This activity had been begun before Title VII came into the district. Plans for reporting and disseminating information were nonexistent in one district and on an as-needed informal basis in the other district.

B. Management Strategies

Both project directors agreed that they had little or no control over many school functions with the exception of the amount of administrative/recordkeeping time available. One director also claimed some control over available lesson planning time. In contrast, both project directors did indicate moderate or substantial control over most aspects of project operations.

In one district, the school system supervised project operation to some extent and project teaching staff to a great extent. With the exception of project teaching staff who were supervised by individual school principals, more substantial control was exercised by the school system over other aspects of project operation in the other school district.

Both project directors noted that the local education agency was instrumental in getting the Title VII project going. In the case of the district with one participating school, this school was critical in project start-up.

C. Climate

Across both school districts the attitude of school personnel toward bilingual education was positive or very positive with one exception. In the district with four Title VII schools, the attitude of instructional personnel was described as neutral. Positive ratings in the other district were for the transitional approach only; attitudes were negative toward the maintenance approach.

VII. INTERMEDIATE OUTCOMES

Generally staff development was not a high priority area. Attention focused more often on recruiting and keeping teacher aides with bilingual skills. Certified teachers with fluency in the Indo-Chinese language and English were hard to find. Bilingual aides were slightly easier to locate and hire, but the part-time status typically led to high turnover. The district with four Title VII schools was quite decentralized in that direct responsibility for project operation lay with the principal of each school. Both of the two schools visited encouraged staff attendance at Indo-Chinese conferences. In addition, in-service days at one school were occasionally devoted to the bilingual program. Overall, the project offered a few in-service sessions to teachers and aides, mainly in ESL. More staff development appeared needed, particularly in light of aide turnover.

As already indicated, project management with the multi-school Title VII district was supportive more than directive. The project director did visit the project schools, interacting mainly with the principal, secondarily with bilingual teacher and aides, but only occasionally interacted with the monolingual teachers working with bilingual aides. The project director attempted to be responsive to individual needs but followed no comprehensive plan. The project director in the other district was only employed half-time which presented a lack of continuity problems with the result that the principal was left occasionally "holding the bag." Lack of commitment to the project by the director and school principal as well as personality conflicts among staff led to only partially effective project operations.

In terms of the project's fundamental instructional objective (of teaching English to limited English proficient students as soon as possible), agreement from central administration down to individual aides was quite high. Other instructional objectives were more individually defined reflecting education, experience and philosophy.

Parent involvement could be considered at several levels. At one level, Indo-Chinese parents were quite supportive of the schools teaching their children English. Demonstrating this support was the annual preparation of an Indo-Chinese meal by various parents for the faculty of two of the schools visited. But often reflecting the situation in their native country, however, parents did not feel that their role was to "interfere" with education in the schools. Thus, at another level, parents often did not volunteer to work in the school or in project classrooms. Of course, other reasons inhibited parents from volunteering. The principal at one school worked at overcoming parent reluctance by holding parent inservices that included presentations by representatives of various community organizations as well as discussions of the school bilingual program. This technique proved quite effective in getting 85% of parents to training sessions and half of them to volunteer work in the school.

CASE 3

A MATURE TRANSITIONAL BILINGUAL EDUCATION PROJECT

I. PROJECT OVERVIEW

A. Introduction

The School District was conducting a Transitional Bilingual Education Program in grades pre-school through twelfth grade. The full title of the ESEA Title VII grant, which formed part of the program, was "Auxiliary and Support Services for Transitional Bilingual Education Program." The transitional program (Spanish/English) was implemented in four schools, in a total of 25 classrooms, K-6. Each of the schools had a bilingual kindergarten, plus there were nine self-contained (integrated) classrooms and 12 pull-out classrooms.

There were two program formats; the integrated bilingual class and the pull-out bilingual class. The integrated class offered the opportunity for native English-speaking children to have an exposure to the Spanish language and culture and to enhance their linguistic growth. It also afforded the opportunity to the Spanish-speaking child to acquire English language skills and share his/her knowledge of Spanish with their classmates. The teacher of this classroom was certified as an elementary and a bilingual education teacher. The district curriculum was taught, as in other classes, but with the addition of the Spanish language.

The traditional pull-out model of bilingual education served the limited English proficient student by providing him/her with a bilingual education certified teacher who would be responsible for teaching all the academic school subjects in a bilingual manner, including the English as a Second Language component.

In addition, there was an ESL program at two elementary schools and ESL itinerant teachers for two high schools and three junior high schools. The bilingual program served Hispanic students primarily, who made up over 18% of the school population (2,232 children). In 1979-80, 87.1% of the children in the program were Hispanic. While there were LEP students other than the Hispanic students, their small numbers did not allow for more than ESL instruction. Of the non-Hispanic languages represented in 1978-79, Vietnamese (18), Persian (16) and Korean (17) were the most numerous, with twelve other languages represented among the 51 remaining LEP students.

The city had a population of 61,000 people, with primarily blue-collar, working-class people. The city area is flat, with many small, single-family houses built around the local industries.

Employment was obtained at a nearby military base, in small industries, subsidiaries of large corporations, nurseries and in fishing. Despite the diversification, the unemployment rate is 11% (Chamber of Commerce, 1980), and for the Hispanic minority, 11.3% (Department of Labor, 1979). In the school system there are 22 schools, serving a total of 13,000 students in K-12.

B. Background Information

The program had its beginnings in 1969, when the local school district hired two bilingual teachers and two bilingual aides, fully supported through local funds. One of the teachers became principal of West Elementary School, which housed by far the largest of the bilingual school programs. It was not until 1971 that the LEA received State aid and officially began its Transitional Bilingual Education Program. Eight bilingual teachers were hired to serve 304 LEP Hispanic students. Local funds paid 20% of the teachers' salaries and State funds paid 80%. Although State funds decreased to 11% of funding over the years, there was no projected end to the program. Indeed, the growth rate of numbers of children entering the program (40.3% increase from 1977 to 1978, and 75.0% increase from 1978 to 1979) indicated that the Bilingual Program would become a signficant consumer of resources within the district.

The number of students served by the two schools selected at random for a site visit were as follows:

	Grades served by The bilingual program		Number of students served
West Elementary School	Pre-K		24
	K		31
	1		58
	2		51
	3		37
	4		27
	5		26
	6		14
		Total	268
Oster Elementary School	K		40
	1		28
	2		21
	3		26
	4		21
	5		6
		Total	142

At both schools, Spanish and English were the languages served in the bilingual classrooms, even though there were a few participants from other language backgrounds but whose English was proficient.

Of the Hispanic population in the school district, 40% were of Mexican origin, 40% were Puerto Rican, and 20% were from Central America, South American and Cuba. The Mexican and Puerto Rican populations were far more stable than formerly when they were more heavily involved in the migrant farm labor stream. Among the LEP students whose language was not Spanish were speakers of Persian, Arabic, Indian, Vietnamese, Greek, Chinese, Korean, Japanese, Croatian, Yugoslavian, Serbian, French, Tagalog, and Armenian.

In addition to Title VII, two other programs served the LEP students at a district level - the State Bilingual Program as mentioned previously, and the Title IV Library Program. At West Elementary School additional funding sources for the bilingual education efforts included ESEA Title I, Education for the Handicapped (formerly ESEA Title VI), and the State's Gifted Education Program. From three to four percent of the LEP students were receiving direct instructional assistance from a speech teacher. At Oster Elementary School, there was one LEP student receiving special assistance because of a learning disability. Title I had just been authorized in the school and as soon as a teacher could be hired the LEP students who are at Level 4 (near fluent English) would be eligible for service. In no case have problems been reported as a result of multiple funding programs.

Principals of both schools visited reported as "moderately adequate" the coordination between the bilingual program and the regular program in their schools. The Bilingual Education Coordinator (project director) attended the faculty and grade level meetings regularly. Among the faculty, teacher communication was the means most frequently used to achieve coordination to a great extent. To some extent, both schools used the teachers' formal joint planning and the overall school curriculum planning which was specifically aimed at coordination.

The Bilingual Education Program administrative staff conducted needs assessments in various areas and at various times. During this school year a district-wide assessment was made of the desire for a Spanish as a Second Language course. Later, the bilingual program would be conducting a survey among all the parents in the district, to assess their awareness of bilingual education. Based on information gathered annually since 1971, and determined by the assessment of needs among staff, students and parents as based on their experience with the program since 1971, several general needs assessments were conducted. Specific recommendations made were the following:

1. Instructional staff: add four bilingual counselors, two bilingual community liaison persons, one bilingual psychologist, and one bilingual curriculum specialist.

2. Development of otherwise unavailable materials: more materials were needed in social studies, science, and Spanish language arts.

3. Adequacy of supplies of already developed materials: ESL materials needed replenishing and updating; the curriculum guide also needed to be redone.

4. Curriculum content: the secondary curriculum needed further development in vocational education, health education and consumer education; the elementary curriculum needed development in the areas of social studies, science and ESL.

5. Resource and administrative personnel: because of the need for inservice training in language and crosscultural communication, personnel was needed to do this work.

Applying for and receiving Title VII funds had been a major step in filling these assessed needs, particularly in providing the support staff and instructional materials.

C. Objectives and Procedures

In implementing the bilingual classroom instruction, no single externally developed model was used, but rather a combination of various approaches, processes, methods and techniques, depending upon school and grade. LEP students who had not learned to read in any language prior to entering the program were taught to read in their native language before being taught to read in English. In the approach used to teach English to LEP students, the assumption was that the best way to learn a second language was to learn it like a young child learning his/her first language. The emphasis was on listening before speaking and on both of these before reading. Minimal use of the native language was used and then only to develop cognitive learning. Priority was given to conversational skills, with a limited use of mechanical drills. The goal was for the learner to master language in a fixed sequence of skills (listening, speaking, reading and writing). Both English and the student's first language could be used concurrently in explaining or in a teaching context, with the teacher or aide switching between the two languages during the period.

D. Participants

This school year, there was a total of 818 students in the Bilingual Program. The languages served in bilingual classrooms were Spanish and English, with 87.1% of the students involved being native speakers of Spanish. The distribution of Hispanic students by grade level was as follows:

Grade Level	Number	Percent
K-6	1,385	27.1
Junior High	313	17.9
High Schools	520	13.4

Almost half of the Hispanic population at the K-6 level was in the BE program. At the 7th/8th grade level, 27% were in the program; at the 9-12th grade level, 17% were in the program.

In 1979-80, as a result of meeting LEA transition requirements, 44 students (6.8%) graduated from the program. Twenty-nine other students (4.5%) left the program, most of them because they moved away from the area. Students who entered the program in grades K-1 usually exited the program in the intermediate grades. In addition, the Bilingual Program served seventeen other languages in two primary and one secondary school, in a magnet school model. These magnet schools offered a pull-out program of ESL and of tutoring in the students' native language.

Reports of the academic achievement of the students at the two schools visited were mixed. At Oster School, which was in its first year of the program, the overall achievement was above national standards, but the achievement test results of students in the program were as yet unknown. At West Elementary, on the other hand, both program and non-program students had achievement levels at the national standard level, except for the LEP students, whose academic achievement was more low than high. Many students of limited English ability were not functioning according to their age and grade expectations although they were of normal intelligence.

The mobility rate of students in and out of the program was ten percent or less -- a level which did not present problems for the instructional program in the school.

The levels of proficiency used in program entry and exit were based on both commercial tests and locally developed tests: in English reading, the Houghton-Mifflin Inventory; and in Spanish, the Santillana Reading Inventory. In spoken English the Language Assessment Scales (LAS) was used for grades one through twelve. The LEA developed its own language inventory for kindergarten in English and Spanish. The level at which the student tested out determined the amount of time and kind of service received. Levels one through four were accepted into the program, and only if slots were available could those at level five enter the program. Written proficiency was tested for those at level three and four only, using the written part of level two of the Language Assessment Scales. In listening comprehension the LAS was used to measure proficiency at the same five levels.

The LAS levels of 1-5 represented the following values:

Level	Interpretation
5	Totally fluent English
4	Nearly fluent English
3	Limited English speaker
2	Non-English speaker; apparent linguistic deficiencies
1	Non-English speaker; total linguistic deficiencies

The criteria for entry into and exit out of the bilingual program were clearly defined.

There were six criteria for placement into the program:

1. The student was from a non-English background, with the exception of those students entering the integrated bilingual classrooms.

2. The student was below the proficiency level of students of the same age or grade whose native language is English in any of these areas -- oral comprehension, speaking ability, reading ability or writing ability. (First-third grade students must be at least one year below the District mean scores in Language and/or Reading as based on the California Achievement Test scores. Fourth to twelfth grade students must be at least two years below the District mean scores in Language and Reading).

3. Oral language skills would be assessed in the native language, as well as in English. Students with English proficiency scores of 1-4 were eligible for the Bilingual Education Program.

4. Bilingual placement must be recommended by the Bilingual Department, after the student has had a language evaluation.

5. The bilingual staff involved in the assessment explained the results of the evaluations to the parents.

6. Parents gave consent for student placement in the program.

The six criteria for exiting out of the program and into an all-English medium curriculum were:

1. The student achieved an English language proficiency-level of five as determined by testing instruments used in the program.

2. The student was above or equal to the established District mean scores in Language and Reading for his grade placement.

3. The student demonstrated proficiency in content areas in English appropriate to his age or grade placement.

4. The student demonstrated speaking ability, aural comprehension and writing skills commensurate with a native English speaker of his age or grade placement.

5. The teacher recommended that the student be placed in an all-English medium curriculum.

6. The parents consented to the student's withdrawl from the program.

Before a student could exit from the program, she/he must be able to be placed in the lowest grade level for his age and grade. If her/his California Achievement Test scores were more than six months below the median in reading and writing, the student was not exited.

The bilingual program developed a set of procedures for entry into the program. First of all, a Bilingual Census was conducted once a year. At the K-6 level, the homeroom teacher was responsible for identifying any student in her homeroom who was from a non-English background. This was accomplished by (1) asking the students (older students only) if there was another language spoken at home, (2) checking registration records which indicated language(s) spoken at home, and/or (3) sending home a parent questionnaire, and (4) assistance from the bilingual teachers. At the 7-12 grade levels, the English, communications and bilingual teachers followed the same procedures as above to identify all students in each school who were from a non-English background.

Registration of new students in the school district was done at a central location where bilingual trained staff determined if students had a non-English background and had proficiency skills in English and their first language. Appropriate services were recommended after this assessment took place.

All staff in the district had inservice training on the use of a referral system for language assessment. If a student was having academic problems and was identified as coming from a non-English background then the staff person would refer the student for a language evaluation to be done by trained bilingual staff. This assessment helped determine if there was a language consideration that was causing the student's academic difficulties.

The project director, with assistance from individual principals, was responsible for providing inservice training to staff in all buildings in order to accomplish (a) the Bilingual Census, (b) registration procedures, and (c) referral procedures.

The English language proficiency of students whose first or native language is English was evaluated every spring and on a quarterly basis throughout the school year.

In the spring, students were given the California Achievement Tests. This test included the following areas in language: reading comprehension, reading, vocabularly, spelling, language mechanics and language experience. From the results of this test, the project established national norms, district mean scores and individual school mean scores. The Houghton Mifflin Reading Inventory and the Ginn Reading Tests were used on a continuing basis throughout the year to determine reading progress.

Staff satisfaction with entry/exit criteria and procedures ranged from "not satisfied" to "very satisfied". Staff were not satisfied with commercial tests because they were not appropriate for the grade levels assigned, they were not comprehensive, they required the use of more than one test, they had to be individually administered, and required time and staff to administer. Staff were moderately satisfied with locally developed tests, but considered them to be in need of improvement and extension.

Teacher ratings were also considered moderately satisfactory only, in that some teachers were not sufficiently knowledgeable about language development to refer a student when necessary. Parent surveys were considered slightly satisfactory because they were usually limited to information regarding the home language environment. Staffing as a procedure for entry/exit was found to be very satisfactory because of the high level of communication of results and recommendations, but its weakness was that it took a great deal of time, paperwork and coordination of personnel.

E. Personnel

During the three years of Title VII funding (1979-1982), those bilingual project staff who were paid 100% from Title VII funds included a half-time secrectary, 1-1/2 community liaison persons, and 4 bilingual counselors. Title VII funds no other personnel. The project director's office is housed at the central administration building; she has the title of Bilingual Supervisor and works under the direction of the Director of Special Education.

The four attendance centers for the transitional program and the type of classrooms are listed below. Pull-out classes had Spanish-dominant teachers and only if enrollment reached 32 was there an aide (native speaker of Spanish) assigned. Integrated classes, some taught by Spanish-dominant and some by English-dominant but Spanish-proficient teachers, very often had a bilingual aide working full time with the teacher. Rarely were there volunteers or student teachers working with the teacher. Occasional problems arose where the teacher was not a native speaker of Spanish as the aide was, and the Spanish proficiency level of the teacher was such that errors were made by the teacher. These errors were observed by the aide (and sometimes by the students) but the sensitivity of the teacher to being corrected prevented the aide from giving assistance where needed.

West Elementary - Bilingual K and Pre-School
1st grade integrated
1st grade pull-out
2nd grade integrated
2nd grade pull-out
3rd grade integrated
Combined 3rd and 6th grade pull-out
4th grade integrated
5th grade integrated

Largo Elementary - Bilingual K
1st grade pull-out
2nd grade pull-out
3rd grade integrated
4th grade integrated
Combined 5th and 6th grade pull-out

North Elementary -	Bilingual K 1st grade pull-out Combined 2nd and 3rd grade pull-out Combined 4th and 6th grade pull-out 5th grade integrated
Oster Elementary -	Bilingual K 1st grade pull-out 2nd grade pull-out 3rd grade integrated Combined 4th and 5th grade pull-out

During the site visit, a total of thirteen teachers were interviewed, five at Oster Elementary and eight at West Elementary School. A summary of these teachers' characteristics reveals that seven of them had three years or less teaching experience.

Number of Years in Teaching	Number of Teachers Interviewed
Less than 1 year	2
1-3 Years	5
4-6	1
7-9	3
10-12	2

All but three of the thirteen teachers had been teaching in their present position (grade and school) for less than one year. Four teachers had previous experience of from two to seven years teaching in a bilingual education classroom, and four had previous teaching experience in a monolingual English-speaking classroom for one to two years. Two teachers had one year's experience as an aide in a bilingual education classroom, and one teacher spent a year as an aide in a monolingual English-speaking classroom. One teacher had spent a year as a bilingual resource person, and three had been ESL teachers for from one to four years. One teacher had been a music specialist and one a bilingual coordinator, and a third teacher had specialized in social studies for three years. Two teachers had taught in a monolingual Spanish-speaking classroom outside the U.S., one for eight years in Puerto Rico, and one for two years in Mexico.

All but three of the thirteen teachers had certification in elementary as well as bilingual education, and two of the three were in the process of getting their bilingual education certification. Other types of certification held by this group of teachers were in foreign languages (1), grades 6-12 (1), secondary (1), K-14 (1), physical education and music (1). One had a provisional certificate (1). All 13 teachers had a bachelors's degree, one had 15 additional graduate credits, and two were in a master's degree program.

Although ten of the teachers were certified in bilingual education, only seven of them reported having had training for teaching in a bilingual education program (four in undergraduate work, three in graduate work). Five teachers had such training during this school year in the form of inservice training.

As may be expected, all of the teachers in the transition program could speak, read, and write Spanish. In addition, one had knowledge of Italian and one had knowledge of Swahili, Amharic and Japanese. They all had taught in Spanish and all but two reported feeling very comfortable in doing so. The group's experience in teaching in Spanish encompassed grades Pre-K through 12 in this distribution: Pre-K (1), K (3), 1 (6), 2 (9), 3 (9), 4 (7), 5 (7), 6 (6), and above 6th grade (3).

II. PROGRAM DEVELOPMENT

In the development of the program since its beginning in 1971, several groups of people had a crucial role. The Superintendent and his cabinet (directors of departments) and supervisors were involved to a great extent implementing the program in various buildings, interpreting the role of bilingual education to principals and to the Board of Education, and promoting support of the project director's work. At the local school level, the principals implemented the program with efficiency and cooperation. Their attitude was positive, as was that of the teachers not only in the bilingual program, but in the regular program as well. Bilingual teacher aides, parents and community and bilingual special education personnel all were involved to a very great extent. The parents communicated their desires and were influential in the development of the program.

The selection of instructional materials for the bilingual program was primarily the responsibility of the project director although there were committees of teachers who reviewed materials and assisted in the decisions.

The history of gradual cuts in State aid to the program brought about changes (reductions) most notable in the areas of evaluation, monitoring and training. Resources were going more to direct student instruction as the number of LEP students continued to increase dramatically.

Although the project plan and scope of work did not change between the time of submitting the project application and actual implementation, a major obstacle hindered the implementation process, and that was the timing of the award. The grant was awarded October 31, 1979, and school had been in session since August 20. Because of the lateness of the award, the four bilingual counselor slots went unfilled even after a nationwide search for personnel to fill slots. A year later one slot still remained vacant, indicating a shortage of supportive bilingual professionals. The role of the community liaison people and the counselors was held to be so significant for the project that the delay in funding in 1979-80 inhibited the implementation of the program that year.

III. INSTRUCTIONAL COMPONENT BY GRADE LEVEL AND CONTENT AREA

The planned annual objectives, as investigated in the Study's teacher interviews, were in the areas of general approach to bilingual education, bilingual education activities, scheduling those activities and materials as planned for use.

During the implementation of these plans, modifications were made in the majority of plans reported. Most of these changes were made in order to adapt to the needs of the students as those needs became more evident with the passage of time. As might be expected, given the nature of Title VII funding for this project, the continued implementation of the plans would not be dropped should Title VII funding stop.

In the comparison of BE objectives and regular student objectives, very few differences were noted in the areas of mathematics and social studies and no differences at all were noted in science.

The special needs of LEP students apart from their need for English proficiency, were in general that more individualized help was needed. In each case the teachers were working on addressing those needs by means of grouping and by maximizing the use of aides' time.

For students in pull-out classrooms, the teaching of content matter took place mainly in the pull-out classroom. Thus, many LEP students were separated from non-LEPs for the greater part of the day. However, all library, art and music classes were with mixed groups, as was the daily physical education class. This arrangement, while it integrated the children for these periods, was found to be disruptive for the pull-out teacher who may have had three different homerooms represented in her class, each homeroom with its own schedule of art music, library and PE. One teacher relieved some of the confusion by color-coding the desks according to homeroom so that she could easily spot check for stray students.

Each of the bilingual classes in the program was located in a regular school classroom. Once the funding from Title VII began, a number of classroom teaching aids were made available -- charts, posters and books in Spanish for classroom use.

Key materials used in the program included: (1) English Around the World, Scott Foresman, U.S.A., K-6; (2) I Like to Read English and Spanish, Santillana, Spain with U.S. subsidiary; (3) Mathematics Around Us, Scott Foresman and Co., U.S.A.

A typical schedule for a pull-out class at the 4th grade level looked like this:

9:00 - 9:30	Level 3's with aide - spelling in English Level 1 and 2's with teacher - oral English
9:30 - 10:00	Level 3's with aid - reading or language arts Level 1 and 2's with teacher - spelling in English

10:30	Level 2's and 3's to homeroom Level 1's vocabulary (English) with teacher
11:30	Reading (Spanish/English) and/or gym
12:20 - 1:15	Mathematics in groups, in English and in Spanish
1:15 - 2:00	Varies
2:00 - 3:00	Library (Thursday), social studies, science

IV. STAFF DEVELOPMENT AND TRAINING

Four workshops for staff were scheduled for the school year in the areas of:

1. Teaching reading to LEP students.
2. Crosscultural communication and encounters.
3. Diagnostic and evaluation tools for use with LEP students.
4. ESL methodology and techniques to use in the classroom.

Participants were paid a stipend to attend the workshops. At the time of the site visit (January) teachers reported an average of eight hours of inservice for the year.

Four workshops for parents were scheduled in the areas of: (1) orientation to the schools, (2) ESL, (3) health education, (4) parent conference for bilingual education. Ten parents were able to participate in each workshop and receive a $25.00 reimbursement for babysitting expenses and transportation.

Each of the above activities was funded by Title VII. Over the years, the local school system has provided inservice at the schools to prepare school faculties for the program and to familiarize them with entry/exit procedures being implemented. In addition, the program helped to meet state certification requirements and provided opportunities for the continuing career development to personnel in the project. In previous years, English language training was given to teachers and to a great extent, to aides.

V. PARENT/COMMUNITY INVOLVEMENT

The community involvement component of the program had as its goal the involvement of parents and community in the planning, implementation and evaluation of the bilingual program. The goal was being achieved by means of advisory committee meetings, general parents' meetings, mailings, school visit opportunities, ESL classes, and annual evaluation activities.

Over the previous two to three years, community attitudes in general toward bilingual education had changed. The climate was more conservative than before. More people were questioning the need for bilingual education, when "my parents did without special help." ESL was not questioned but even transitional BE was seen as a way for parents not to assume their responsibility to learn English and teach it to the children. In general, there was little support either for a maintenance program or for cultural pluralism in the community.

The Parent Advisory Committee was made up entirely of Spanish-speaking parents; monthly meetings were conducted in Spanish and English with immediate translation. The Committee had as a goal to include parents of other language groups but so far they were unsuccessful. The one Vietnamese woman who came, moved away.

In order to involve more parents in the PAC activities, members tried various tactics, all with moderate success. Members at one time resolved to bring one new parent each to the meetings, newsletters and announcements were mailed, and teachers telephoned parents about meetings. One problem was the lack of transportation for parents of children who were bused to school.

Parents did not work as volunteers in classrooms, nor had they been asked to volunteer. However, they did participate in several project activities. They helped in designing and planning the program, and in communicating information about the program. They were a liaison between the community and the program, and advocates with the district. They also helped design parent training. Reasons given for their not doing more to become involved with their children's education were that the parents lacked self-assertiveness and self-confidence, and that the teachers didn't know how to communicate effectively with the parents. Parents usually went to school only when they were asked to do so.

VI. PROJECT MANAGEMENT

The project management objectives covered a wide range of activities, some of which are:

1. To provide inservice for Oster School to insure smooth transition of the bilingual program from Stonehill School to Oster in 1980-81.

2. To evaluate one-third of the tenured bilingual education teachers this year, and to assist with the improvement and identification in the area of performance. To continue ongoing evaluations of all bilingual education project staff.

3. To develop an encompassing assessment system for LEP students in the district consisting of several components.

4. To develop, disseminate, compile and compare the data from a survey to determine the degree of understanding that exists in

the community in regard to bilingual education and the services offered in the LEA.

5. To develop and implement a Bilingual Staff Advisory Council with representatives from each Bilingual Center that would meet on a monthly basis to communicate the needs, problems, ideas, etc., of their particular bilingual education program staff in their building.

Although the Project Director reported directly to the Superintendent this year, and the bilingual education program was under the Department of Special Education, next year it would probably be under the Department of Curriculum. Apparently, the Project Director had considerable autonomy and authority at district and school levels. She claimed a great deal of control over all of these: placement criteria and practices, scheduling of classes, instructional facilities, coordination of instruction, evaluation and direct supervision of teachers, materials and supplies, staff development, student support services, information dissemination, office operation, and program evaluation.

The school system supervised the project operation, evaluation, and administrative staff only to some extent. Supervision of project teaching staff, however, was done to a great extent by the school system. School system instructional personnel in general had a positive attitude toward bilingual education, and the administrative and supervisory personnel had a very positive attitude as shown in the active support they demonstrated for the previous decade.

VII. INTERMEDIATE OUTCOMES

A. Implemented Program

1. Staff Development

Teachers attended at least six inservice activities a year with additional opportunity for intensive inservice during the summer. This was according to state policy and provision. The bilingual education program coordinated its inservice program with that of the district. The district required that all aides attend two inservice activities and have the opportunity to attend some teacher inservice. It should be noted that the district had aides only in the bilingual education program. By means of the training component of Title VII, ten persons in the district were participating in a three-year opportunity to pursue a degree and work in areas that met the assessed needs of the district -- e.g., bilingual education teachers, counselors, administrators, ESL specialists, and Spanish proficiency. Aides could be included in this group of ten. (Once teachers were tenured, the district reimbursed the teachers for the cost of course work.)

2. Project Management

Staffing plans were made to replace some bilingual education teachers who were leaving, to fill the positions of bilingual counselors, and to hire new aides, some as additional and some as replacements.

Plans for the development and procurement of materials called for constant updating of materials and for work on developing criterion referenced materials for social studies and science, in Spanish, as has already been done in ESL and SSL.

Plans for Program Evaluation remained unchanged in this, the second year of a three-year Study of academic gains in English reading and language arts.

Plans for Reporting and Disseminating Information required that individual student profiles be put on a computer and sent to the state annually for analysis and feedback. Summaries were disseminated to the Board of Education and administrators in the district, as well as used for the Title VII performance report.

3. Instructional

As regards the general approach to bilingual education and related activities, plans for implementing the instructional component of the bilingual education program varied from teacher to teacher and had as their source the teacher. The teachers had somewhat less autonomy in its scheduling of activities, depending on whether they were in a pull-out or an integrated classroom. The choice of basic texts was not arbitrary and teachers had a wide choice of supplementary texts and teaching aides.

4. Parent Involvement

Plans for implementing the parent involvement component of the program called for parent education as to what parents could do to reinforce the learning that takes place in the school. Also, the PAC would be addressing itself more strongly to all parents of all languages, seeking to provide interpreters where needed. In order to increase attendance at meetings, each PAC member was urged to bring one other parent. In order to inform parents and community about bilingual education, the PAC planned to print a booklet or brochure to given to the community, showing through statistics the effects of the bilingual education program.

CASE 4

REVITALIZING AN INDIAN LANGUAGE

I. PROJECT OVERVIEW

This Bilingual/Bicultural Education Training Project, located on an Native American Reservation in a mid-western state, began in October of 1979 and is expected to be funded by ESEA Title VII through September of 1982. Program offices are located in a second floor wing of the Sacred Heart Seminary building and serve the Tribal School classrooms located in another wing on the first floor of the same building.

The Native American Reservation is located in the East Central part of the state on a tract of land that is approximately eight miles wide and 12 miles long, encompassing 65,000 acres. To the east is a metropolitan city which contains a portion of the reservation within its city limits. The reservation lies within two counties and includes two small townships, which have a combined population of 10,378. Approximately 3,000 Native Americans live on or adjacent to the reservation. The unemployment rate in the metropolitan area is 4.6% (figure from the Comprehensive Plan), while that of the Indians is 19.8% (BIA Labor Force Report, 1979).

The Native American reservation is served by four school districts. Before June of 1979, Native American children attended either of two parochial schools on the reservation, or one of the seven public schools in the four school districts. At that time, 350 K-6 children attending public schools were served by a language project which was designed to preserve and teach the Indian language and to train teachers in the language. This project, funded by Title IV, began in June of 1974 in Head Start and kindergarten; with increased funding, children were served in K-6 for the last three years of funding. This pullout program provided instruction in the Indian language before school, at recess and during the noon hour on a volunteer basis only. When funding ended in June 1979, it was felt that more time was needed for the children to grasp the Indian language.

By that time, a Tribal School had been proposed to serve Native American children, and Title VII funds were pending to teach the Indian language. All agreed that the most appropriate place for Title VII instruction would be the Tribal School rather than public schools. Thus, the Tribal School opened in September of 1979 with a Language Program that began the following month. With each new school year, the Tribal School anticipates expanding its services to include an additional grade; ninety-one kindergarten through 8th grade students are currently enrolled. An additional 600 Native American children attend public schools.

Most of the teachers at the Tribal School received certification through the Title IV program while they were teacher aides. The

Tribal school now receives Title I, CETA, Johnson-O'Malley and Bureau of Indian Affairs (BIA) funds for staffing. Many students attend a Title I reading class and receive federally supported free meals. Title IV-B funds support the school's library. "Education for the Handicapped" funds are also available.

A Title I math class had also been proposed. The State Education Agency, however, realized that the school was eligible for Title I funds through the BIA and consequently withdrew their support. Since the student enrollment does not generate enough money for Title I Mathematics and Reading, the mathematics class had to be forfeited.

The fact that the Tribal School provides multiple-funded instructional services does not present any problems. Coordination between the Title VII program and classroom instruction, however, is a problem. The Tribal School rents space from the Catholic Diocese in the Sacred Heart Seminary building. Title VII offices, school administrative staff and classrooms are scattered throughout the building. There is little formal joint planning by teachers. Coordinated curriculum planning has been a major concern, and staff are currently working on the development of consistent curriculum formats across programs. At present, informal communication between teachers serves as the basis for coordinated instruction.

The most recent needs assesment was conducted by a consultant from the University of Arizona in Tucson in December 1980. The most pressing need was for the development of relevant curriculum materials. Once materials were developed, it was recommended that they be cataloged and made more accessible to teachers. The principal is therefore providing space in the library for a language/resource area. It was also suggested that the program should get more involved in testing to assess and document children's progress. The SRA is currently being used.

II. PROJECT CHARACTERISTICS AND GOALS

The Language Program was designed to develop curriculum materials to be used for the purpose of preserving Native American culture and teaching the Indian Language. There are very few Native Americans who know the language and culture. In addition to the 3,000 Native Americans on the reservation who migrated from upstate New York in 1823, there are 2,000 scattered throughout Chicago, Milwaukee and upstate New York, and an additional 2,000 in Canada. On the reservation there are some 35 elders who still speak the language, but few who know the culture.

In the 1930s, 800 Indian stories were collected from Native Americans on the reservation. These stories have been made available to the Language Program. A native-speaking brother/sister team is employed by the program to translate and transcribe these stories, which are becoming part of the curriculum. In addition, six elders from Canada and New York provide technical assistance on a consulting basis.

The basic curriculum is a modified version of an ESL program used in Tucson Public Schools. The Learning to Learn Model, funded by Title III, was developed by a University of Arizona professor who helped the Language Program modify the model to meet their needs. All children in the program are English dominant, and the program might be viewed as a "Indian as a Second Language" program. The children are now being taught the Indian language, so that they will be ready to learn content areas taught in the Indian languages by next year.

The Tribal School is not a part of the public school districts. It is under the jurisdiction of the Indian Business Committee, which is accountable to the General Tribal Council, which includes all 7,000 Native Americans. The school is in its second year, and plans are being made to expand services through the 12th grade by adding a grade each year.

The Tribal School administrator functions as principal and was also interviewed as superintendent. In his opinion, bilingual education will be expanded in every aspect, regardless of Title VII funding. The Federal Grants Manager (most grants come via the Bureau of Indian Affairs), on the other hand, believes bilingual education would suffer from a loss of bilingual teachers, bilingual resource teachers and instructional materials if Title VII funding were reduced or discontinued.

III. PARTICIPANTS

The Language Program officially provides bilingual instruction to all (52) children in grades K-3. For these children, Title VII instruction is within-class and based on developed curricula. The fourth and fifth (combined) grade class (14) receives pullout and in-class bilingual instruction, but no curriculum has been developed. Children in the combined sixth and seventh grade class (15) receive pullout instruction only. The eighth grade class (11), which was added this school year, receives no Title VII instruction at present. The Indian language is the only language taught in the program.

While some of the 92 children in the school perform above national standards, the academic achievement of the majority of students is below national standards, as is the achievement of children in the four public school districts. The student population has remained relatively stable in the Tribal School over the past two years.

There are no entry or exit criteria for the Language Program. With the exception of eighth graders, all children in the school receive some form of bilingual education.

The project staff consists of the project director, a secretary, a curriculum development coordinator/cultural specialist (a Canadian-born, native-speaking Indian), a linguist, two community resource coordinators (a native speaking brother/sister team who translate and transcribe stories, one of whom is paid by Title VII), graphic art consultants, and four teacher aides (two bilingual teacher trainees, one of whom is paid by Title VII; two native speaking "Green Thumb" workers funded by the National Farmers' Union).

In grades 1-3, teachers are assisted by teacher aides for some part of the day. The Kindergarten teacher does not work with an aide because of cut-backs in funding and because of her expertise. She has certifications in early childhood and elementary education. She, along with three other teachers, received their certifications while functioning as teacher trainees (aides) in the Title IV-funded Language Project. Two of the current teacher trainees will receive certification through the Title VII Language Program. The internal organization of the project staff is shown in Figure 1.

IV. PROGRAM DEVELOPMENT

The person who served last year as the Tribal School's administrator was the primary mover in preparing the project's application to OBEMLA. Several groups assisted in writing the proposal, including the federal grants manager, staff from the school district's Foreign Language Department, and the Parent Language Committee, a group of Native Americans parents whose children had been in the Indian Language Project in the public schools. The Tribal Education Board provided technical assistance, while the four school districts sent letters of support for inclusion in the proposal.

The linguist, who works directly with teachers, is primarily responsible for selecting teaching materials. Additional materials are being made available each day with each new translation of the Indian stories and curricula. Delays in developing curricula, however, have necessitated modifications in program planning.

The project set out to develop a K-3 curriculum during Year I, and a curriculum for grades 4-6 during Year II; the latter tasks have not been accomplished and additional curricula will eventually have to be developed for the seventh and eighth grades. One of the reasons for the delay in developing curricula is that they initially attempted to use the public school curriculum as a basis for developing theirs. They consequently obtained the public school curriculum, modified, and translated some of it--only to discover later that public schools were no longer using it because they found it to be ineffective. Changes in school administrative staff, provision of services to additional grades and cut-backs in funding also contributed to the delay.

The school is involved in outreach work with the Head Start program that is also housed in the Sacred Heart Seminary building. Head Start children who are now receiving some bilingual education will be able to make a smooth transition into the Tribal School.

V. INSTRUCTIONAL COMPONENT

Since the program officially serves K-3, curriculum for those grades alone will be discussed. The goals of classroom instruction in the Language Program are threefold:

- to teach the Indian language,
- to teach the Indian culture, and thereby,
- enable Indian children to achieve greater competence and fluency in English.

Children receive an average of 30 minutes of Indian language instruction and 30 minutes of Indian cultural enrichment a day. In kindergarten, children are introduced to the Indian vowels, consonants, symbols and 18 basic vocabulary sets. The vocabulary sets are reviewed and built upon in grades 1-3. Materials used include an Instructional Methods Booklet for teachers, tapes of the native speakers covering grade-appropriate vocabulary and providing a model for correct pronunciation, and transcribed stories and illustrated booklets for third graders.

For one of the teachers interviewed, her objectives in teaching math to her students are less comprehensive and slower-paced than they would be if she were teaching non-Native Americans children. In her opinion, the objectives in teaching social studies are different for Native American children, but the objectives are not clearly specified at present, so it is not clear how these objectives differ. Another teacher reported that her objectives in teaching social studies are more comprehensive for Native American children because of the emphasis of teaching the Native American culture.

The one special need of Native American children that was emphasized by teachers is a need for inner discipline. The project director noted that achievement scores of Native American children in public schools tend to drop around the fourth grade. In her opinion, this is probably caused by poor self-image. By the time these children reach high school, many drop out.

The Tribal School and the Language Program are housed in a building owned by the Catholic Diocese. Classrooms are located in the west wing on the first floor, language program offices are in the east wing on the second floor, and school administrative offices are on the first floor of a long corridor connecting both wings. The atmosphere in classrooms was very informal with pictures, posters, and Indian designs decorating the walls.

Basic texts used include:

- The World of Language, published by Follette,
- Modern School Mathematics, published by Houghton-Mifflin, and
- The Old World, published by Macmillan.

All are published in the United States. "System 80" materials are also available.

The major materials used for Indian language instruction are the curriculum guides for K-3 developed by the Language Program last year. Many of the supplementary materials were developed through the Indian Language Project between 1976 and 1978. These include the following:

- A Indian Nature glossary,
- A lesson book in the conversational Indian language,
- World Problems, and
- This is My Family.

VI. STAFF DEVELOPMENT AND TRAINING

Inservice training was intensive last year because both the school and the Language Program were new. Less attention has been focused on this component during the current school year. Training plans for teachers and aides include informal workshops covering teaching methods based on the Tucson Schools' ESL program, curriculum ideas, and alternative teaching strategies. Teachers also attend weekly seminars led by the linguist during which time teachers are trained to teach the Indian language. The tribe reimburses any staff person for tuition, books and related fees to become an Indian teacher. These funds are provided through the Bureau of Indian Education and distributed by the Indian Business Committee. Two teacher trainees are taking advantage of these resources this year.

VII. PARENT/COMMUNITY INVOLVEMENT

The organization of the Indian Tribal school within the structure of the Business Committee is currently being revamped. Accountability for the Language Program and the role/members of the PAC may soon change. Until recently, a nine-member Indian Education Board functioned as the PAC. This Board was initially formed to establish the Tribal School; it now functions as a monitor of all educational programs, including Title VII, Title I, etc. The Board suggested that the Tribal School elect its own school board. Thus, a five-member Tribal School Board was elected a few weeks ago and plans suggest that this board may soon function as the new PAC.

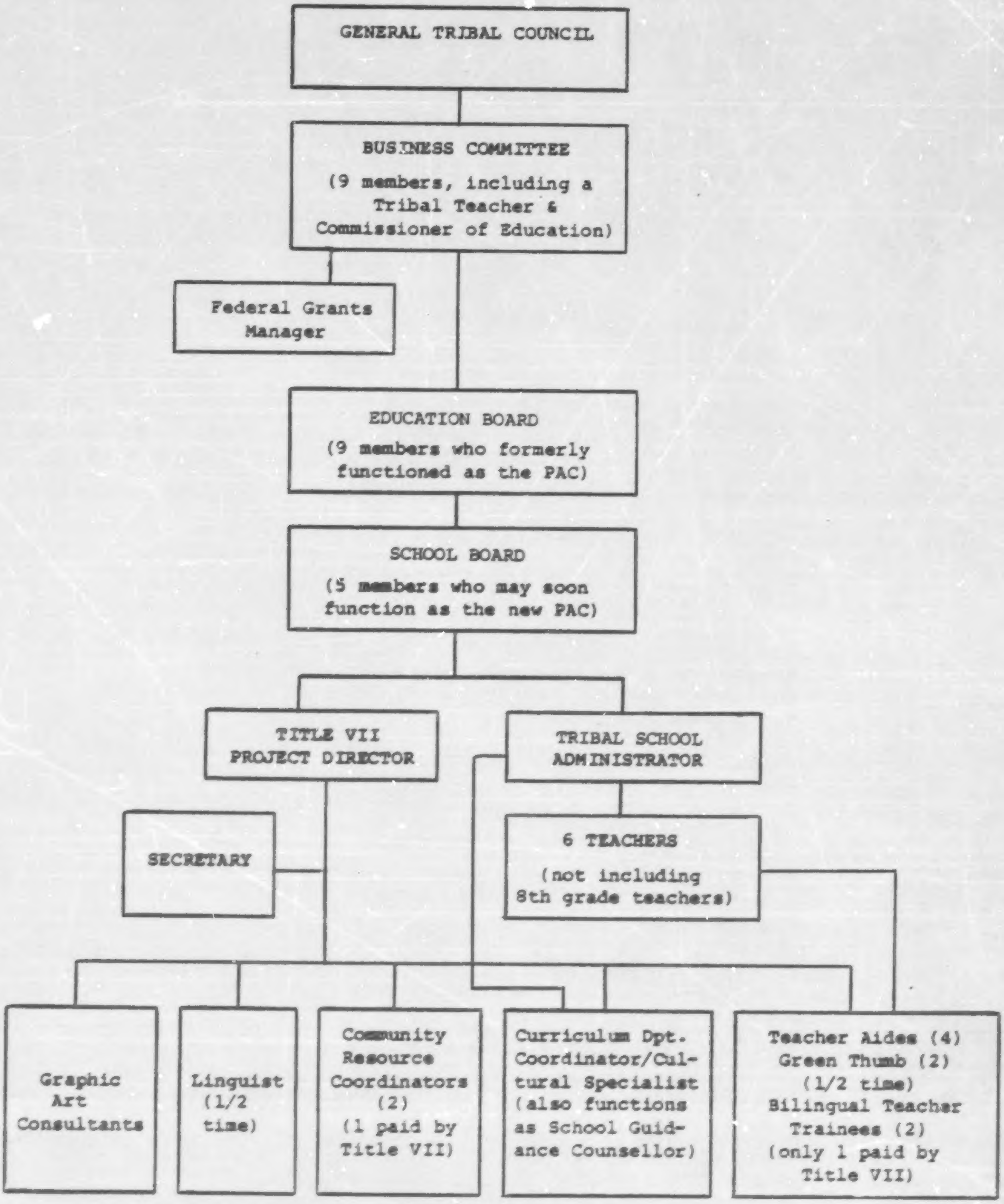
The Tribal School Board plans to meet once a month. Their responsibilities will include hiring school staff, monitoring school staff grievances, discussing the viability of starting new educational programs, funding, educational needs of students and teacher contracts.

The Native American community is very much involved in the Tribal School because it is essentially a community school. The community has reportedly become more aware of its potential for personal growth and development with the establishment of bilingual education in the Tribal School. The Language Program is clearly maintenance, and was designed by community members to reintroduce and regenerate the Indian language.

Indian language classes are offered at night to parents and other community members. Native-speaking teacher aides and the Language

FIGURE 1

PROJECT ORGANIZATIONAL CHART


GENERAL TRIBAL COUNCIL
BUSINESS COMMITTEE
(9 members, including a Tribal Teacher & Commissioner of Education)
Federal Grants Manager
EDUCATION BOARD
(9 members who formerly functioned as the PAC)
SCHOOL BOARD
(5 members who may soon function as the new PAC)
TITLE VII PROJECT DIRECTOR
TRIBAL SCHOOL ADMINISTRATOR
SECRETARY
6 TEACHERS
(not including 8th grade teachers)
Graphic Art Consultants
Linguist (1/2 time)
Community Resource Coordinators (2) (1 paid by Title VII)
Curriculum Dpt. Coordinator/Cultural Specialist (also functions as School Guidance Counsellor)
Teacher Aides (4)
Green Thumb (2) (1/2 time)
Bilingual Teacher Trainees (2) (only 1 paid by Title VII)

Program's translator/transcriber teach some of these classes with the expectation that Tribal School children will then help their parents with the languge at home.

Dissemination of information about the Language Program is accomplished via Tribal School newsletters and announcements, post cards and written announcements posted in stores and health centers.

During a typical week, at least one parent usually volunteers to work in the classrooms for an hour or so. Additional volunteering is impeded because many parents do not have transportation, work long hours or have other children at home to care for. Some are on other boards and do not have the time.

VIII. PROJECT MANAGEMENT

The primary focus of plans for the future development of the project is the development of additional books, materials, and tapes of Elders to augment the curriculum. Plans also include an evaluation of the goodness of fit between the developed vs. the implemented educational model. The project intends to continue reporting monthly to the Education Board, semi-annually to the tribal council, and annually to OBEMLA. The semi-annual tribal council reports are made available to anyone.

The project director has direct control over and supervises the activities of all staff funded by Title VII, i.e., the linguist, a teacher trainee, the cultural specialist, a community resource person and a secretary. She is also responsible for the "native speakers" (senior citizens) who function as teacher aides. The project director controls the amount of time available for project bookkeeping and other administrative tasks. She has some control over the coordination of instruction across classes and grades, but sees this as a cooperative effort involving her, the teachers and the school administrator. Technically, the project director and school administrator share responsibility for the teachers; in practice the project director has assigned the task of evaluating teachers to the linguist. On occasion, the project director recommends disciplinary action for special problems, but the teachers and school administrator are in charge of that. Project staff has no control over scheduling classes, time available for lesson planning (both handled by teachers), maintenance or provision of instructional facilities, and teacher/student ratios (both handled by the school administrator).

The project director has control over materials and supplies, staff development and training, office operations, program evaluations and dissemination of information about the Language Program. The tribal school administrator handles all student support services and most plans for parent and community involvement.

The project director and the linguist usually make day-to-day decisions where the curriculum is concerned. Decisions concerning major changes in the curriculum may also involve the professor who helped develop their educational model. A major change in the curriculum would then have to be approved by the Tribal School Board. The project director also discusses any major plans or changes with the school administrator.

The initial implementation of the project was carried out for the most part by concerned members, including parents and teachers. In the opinion of the federal grants manager, public schools were not supportive of bilingual education and felt it was "a pain in the neck" to have Indian language instruction in the schools. Neither were parents satisfied with bilingual education at that time; each child received a maximum of 15 minutes of instruction each day, and although some progress was made, the goals of parents were not being fulfilled and would not be fulfilled unless the program was run by the tribe. Tribal members were organized and ready to assist. Within each of the four school districts, an Indian Education Committee collected statistics from the public schools. The Tribal Education Board compiled statistics and provided support.

The State Education Agency was helpful in assisting the tribe to write the proposal and in evaluating the Title IV language project for its last three years of funding. The SEA also compiled statistics for inclusion in the proposal.

Now that the school and language program (the two are not separate entities--the language program is part of the overall curriculum and integrated/interrelated with the school) are in their second year, most are very positive toward bilingual education. Some administrators did not understand the need for bilingual education until parents vehemently explained the importance of preserving a dying language and culture.

Some parents are still hesitant about taking their children out of public schools because they "want their children to get the basics." This presents a conflict with many parents, because the children are not doing well in public schools. In the interim, the Tribal School is still working at proving to the community that it is, in fact, a school where the basics are emphasized, but in a bicultural and eventually bilingual context.

CASE 5

AN INDIAN BILINGUAL PROJECT AS CHANGE AGENT

I. PROJECT OVERVIEW

The Title VII Native American Bilingual project under discussion in this case history began in October of 1980. It was operating under a three-year grant which expires in 1983. The project was housed in a single elementary school which had the highest concentration of Native American students in the district. All children (Native and non-Indian) in grades K-3 were provided services by the project. In addition to the Title VII program, Native American children were also provided services through the Johnson-O'Malley Program, an IEA Title IV-A program, a tribal Title IV-B project, and Title I reading and mathematics programs. All students also qualified for the federally supported free or reduced-price meals program.

The school district which housed the Title VII project consisted of a total of 12 schools: six elementary schools, two junior highs, two senior highs, one learning center for the handicapped and one alternative secondary school. At the time of the site visit, approximately 5,500 students were enrolled in the district's schools. The students were drawn from a large rural area that was characterized by grassy trenchlands, plateaus, barren canyons, mountains and semi-desert regions. Many of the Native American students resided on the nearby reservation. The estimated total population of the county was 19,500 (1979 estimate from the Chamber of Commerce). The principal economic base was provided by crude oil, natural gas and some chemical production, and was also supplemented by a seasonal tourist trade. The reservation's economic base centered on livestock and agriculture, petroleum production, tourism and some smaller businesses. The overall unemployment rate for the county was .04% (1980 Chamber of Commerce) while for the Indian Tribe this figure was 46% (1979 figure from EDA Tribal Planning Office).

The most recent needs assessment was conducted in May and June of 1979 and carried out by the Tribal Division of Education. This assessment looked at the state of Indian language fluency in children on the reservation. The findings were used as a basis for the justification of the Title VII program. In addition, the project was in the process of conducting an assessment of parent and community (tribal) needs and had planned an assessment of staff training needs in April of 1981.

II. PROJECT CHARACTERISTICS

The program operated on a semi-inclass basis. One Native American co-teacher or a team of two Native American co-teachers visited each classroom in grades K-3 for one-half to one hour per day, two days a week, Monday through Thursday. The co-teacher(s) taught the students Indian language and history during that time. The concepts developed in Indian were very basic and simple and included numbers, colors, clothing, animals, etc. Simple sentence structures were also taught. Since the Indian language is not a written one, no reading could be taught. However, a major task of the project had been the development of a written language. An alphabet had been developed and was being used although not being formally taught to the students. In essence, the program was one of Indian language and cultural enrichment for Native and non-Native students alike. The Native American students in the program all spoke English, although a nonstandard form of it was spoken. Not all Native students spoke the Indian language although many were considered to have a passive competence in it. The regular classroom teacher was typically not involved in the lesson during the period when the co-teacher was in her/his classroom.

In the opinion of the project's administrative personnel, if Title VII funding was eliminated, the project would be reduced. These reductions would occur in areas of inservice training, the number of bilingual teachers, the number of students receiving services and the availability of materials.

III. PROJECT PARTICIPANTS

The project provided services to 375 students in grades K-3. Of this total, 182 (49%) were Native American with the remaining 193 (51%) being Anglo. The Native students, according to the principal, were not LEP in the true sense of the word. Few spoke the Indian language while many spoke "Indian English," a nonstandard form of English. The overall achievement of all students in the school was seen as being about equal to national norms. However, when only the Native students were considered, this perception changed. Their academic achievement was seen as mixed with more peforming below national standards than above. In terms of mobility, both the project's student population as well as the overall school's population remained very stable during the past school year.

Formally, a student qualified for entrance into the project if she/he:

- came from a home in which a language other than English was spoken; and

- was not performing on grade level in language arts, reading or mathematics as measured on the California Achievement Test (CAT).

In addition, the student had to have parental approval and be approved by the Bilingual Education Committee, which was composed of the project director, a tribal representative, the school's principal, a teacher representative and a PAC representative.

In practice, however, all students who were enrolled in the program at the time of the site visit had not gone through this process. The only criterion for placement in the program which was used was parental approval.

The exit criteria for the program required that the student:

- perform at grade level on the CAT in areas of language arts, reading and math;
- be approved for exit by the classroom teacher and the Bilingual Education Committee; and
- have a written follow-up plan developed to monitor academic progress.

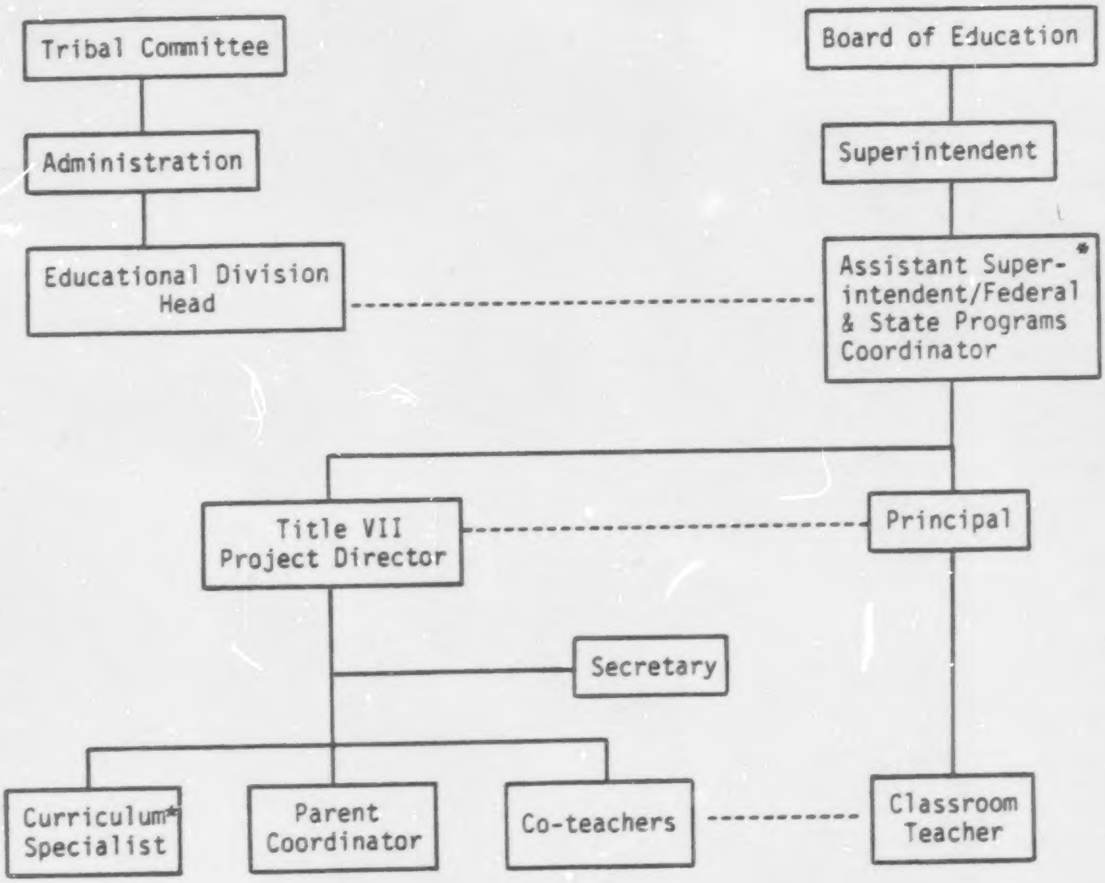
The project director did, however, indicate that she didn't really see the program as exiting students. Rather, she saw the program as one of maintenance.

The project's staff consisted of a project director, a parent coordinator, a curriculum specialist, a secretary and five teacher aides (co-teachers). All worked full-time on this project and all salaries were paid in full by the project. All project staff were conversant in the Indian language. The internal organization of the project appears on the following page.

The program utilized two types of teaching patterns: solo teacher and teacher/teacher team. Of the five co-teachers, two worked independently while the remaining three formed a single team. The solo teachers rotated among the classrooms in grades 1-3 plus the special education class. The team rotated among the classrooms in grades K-2. No more than one-half hour was spent in each classroom per day. Fridays were set aside for program planning. On these days, the co-teachers would plan lessons for the following week, develop more units for the Indian language curriculum, and have informal training sessions.

The parent coordinator's responsibilities included:

- the development of activities to involve parents in the educational program of their children;
- inviting Native American parents to participate in school activities;
- suggesting activities to teachers to increase parental involvement;
- meeting with students/parent/teacher on updated achievement or problems;
- notifying parents of accomplishments of students;
- completing reports for project (attendance, involvement and progress);



---

*This position was vacant at time of site visit.

- involving parent/teacher in the planning of educational program for their students; and
- meeting with other project staff meetings and in-service training sessions as arranged by the project director.

The curriculum specialist's* responsibilities included:

- directing the Indian Curriculum instruction in the project;
- implementing program objectives at all levels of operation;
- independently planning and performing the normal range of teaching functions that related to Indian Curriculum instruction;
- developing course objectives, identifying texts, training aids, and materials, daily/weekly lesson plans outlining the specific objectives, and methods and techniques to be used in teaching the lessons;
- maintaining all necessary individual student records;
- conferring with all participants regarding their progress in the program; and
- meeting with other project staff at meetings and inservice training decisions arranged by the project director.

IV. PROJECT DEVELOPMENT

The Title VII project was not the first Native American bilingual program in- troduced into the school system. The system had had an ESEA Title IV-A program which was a pullout program in which Native American students received Indian language instruction. However, shortly after the program had been put into place, the tribe no longer wanted the school system to provide that instruction. As a result, the system dropped the program, which was then picked up by the Education Division of the Indian tribe.

The Title VII project came about as a result of the work of several individuals. The idea for the project was initiated by the district's assistant superintendent who approached the research director of the Education Division of the Tribe about the possibility of the district and tribe jointly applying for the grant. The proposal was then written by a committee of individuals representing both the tribe and the public school system, including the assistant superintendent, the research director (who is now the Title VII project director), the Title VII curriculum specialist (who had been with the Education Division of the tribe), parents and some representatives of the SEA.

---

* This position was vacant at the time of the site visit.

When the project began in October of 1980, the staff had some preliminary instructional materials to use that had been developed over the preceding summer. Since then, the program has continued to develop materials. All project staff were involved in their development.

The program has gone through some major changes since its inception in October of 1980. The changes have occurred in all of the major component areas of the program: instructional, staff development and parent involvement. The changes made resulted from a need to make the objectives originally submitted in the proposal more specific. This modified set of objectives had been written and were being followed. One other change that took place was in the area of staffing. The program's curriculum specialist had resigned, which required that her assigned responsibilities be distributed among all of the remaining staff members.

V. INSTRUCTIONAL COMPONENT

The overall objectives of the instructional component of the Title VII project were:

- to develop the Indian language (including oral skills and aural comprehension);
- to provide a cultural enrichment program which would instill pride and self-esteem in the Native American child; and
- to develop an understanding and appreciation of the Native American culture and history in the Anglo child.

As mentioned earlier, Native American co-teachers visited all classrooms in grades K-3 for one-half hour per day, two days per week. During this time, basic vocabulary (e.g., numbers, colors, animals) along with simple sentence patterns were taught in the regular Indian language to most or all of the children in the regular classroom. All of the materials used by the co-teachers were developed by the Title VII staff.

The project maintained an office at the school which was housed in a portable trailer located behind the main school building. This was where all project staff had their offices and where all materials developed were kept.

A constant comment made by regular classroom teachers, the principal and others not affiliated with the project was the need for the project to contain a strong language and reading (English) skill development component since the problem with many of the Native American students was that of poor English abilities. The project, however, did not deal with that problem and was not developing any future plans to include that into its instructional component.

VI. STAFF DEVELOPMENT

Training plans for the project staff included both formal and informal activities. Inservices were planned every month and typically ran an entire day or for three mornings during a single week. Two initial inservices were held in December 1980: One for the regular classroom teachers and principal on what bilingual education was and how it would be implemented in the school; and one for the project's co-teachers on their role in the bilingual education program. Every month thereafter, inservices were held covering topics of parent involvement, curriculum development, materials development, linguistics, etc. These inservices were attended for the most part by the project staff only. The regular classroom teachers were invited to attend but problems arose because the inservices were held during the instructional day when teachers had to be in their classrooms. A four week summer institute was also planned to be held in June 1981 for the Title VII staff as well as parents.

Formal training plans were optional. Arrangements had been made between the tribal education division and two colleges to bring courses onsite so that co-teachers could attend classes and still remain with the program. Tuition for the classes was paid for through the division. At the time of the site visit, only one member of the Title VII staff was enrolled in a formal training program.

VII. PARENT/COMMUNITY INVOLVEMENT

The Parent Advisory Committee was formed in November of 1979 to assist in developing the project's proposal. However, the PAC had not really become fully operational until January of 1981. The committee, which met twice per month, was composed of 12 members, most of whom were parents of Native American children in the program. Communication during the PAC meetings usually occured in both the Indian language and English.

The PAC had spent the majority of the 1980-81 school year formulating, writing and enacting the committee's bylaws and constitution. This year was seen as a planning year with the expectation of making some impact on the program during the ensuing years. The PAC had had some input into the project's operations. Besides assisting in the designing and planning of the project in its early stages, the PAC also provided input into the hiring of project staff and in planning teacher training, especially in areas relative to the Indian language. A major topic of discussion during most of the PAC meetings had been whether or not the Anglo children should be taught the Indian language. In addition to the above activities, the PAC had also arranged and carried out some parent activities during the school year. The plans for the activities had been developed in the Fall of 1980 in conjunction with the Title VII project director. The activities have included potluck dinners, home visitations and workshops on bilingual education.

The PAC, as well as other Native American parents, were kept abreast of program activities through project letters and memoranda, community meetings and the local tribal newspaper. The parent coordinator, however, had the major responsibility of keeping the PAC up-to-date on the project's status.

VIII. PROJECT MANAGEMENT

The project developed plans in four specific management areas. In the area of staffing, the project planned to hire an Indian language consultant to assist in developing the written form of the language. Plans also called for finding an individual to fill the vacant curriculum specialist position. The materials development and procurement plans called for the identification and purchase of materials from NAMDC and other publishing companies. The major emphasis, however, had been on the development of 20 Indian curriculum units in language arts and history and in the refinement of an Indian alphabet. Within the area of evaluation, the project had developed both internal and external means of evaluation. The internal evaluation was designed to be ongoing and would focus on materials and staff. The external evaluation was designed to be much broader in scope and to be conducted on a biannual basis. Finally, the project's plans for reporting and disseminating information included local media coverage (to be handled by the parent coordinator) and weekly reporting on project status to the school and district administration and the tribal education division (to be handled by the project director).

The project director had direct control over the activities of the Title VII staff. She had complete control over student placement criteria and practices, staff evaluations and the amount of time available for lesson planning and recordkeeping. She also had a great deal of control over program operations, including materials and supplies, staff development and training, information dissemination, and program evaluation. Those areas in which she had no control included: maintenance of instructional facility (principal), teacher/student ratio (district), special disciplinary actions with students (principal) and coordination of instruction across programs. This last area was considered to be a problem by the project's external evaluator. It appeared as if no coordination among any of the programs in the school was occurring.

The initial implementation of the project was a shared responsibility among the project staff, school principal and assistant superintendent. As indicated earlier, the Education Division of the tribe also provided substantial support and assistance.

The project had faced some difficulties in its implementation from both the tribal and Anglo communities. Some of the tribal members (primarily the elders) were concerned over the teaching of the Indian language and culture to the Anglo children and over the development of a written form of the language. Similar sentiments had been expressed by members of the Anglo community who saw no need to teach the Indian language to Anglo children. Other problems arose as a result of the lack of role definition for between the tribe and the district's Board of Education. Some power plays were still occurring at the time of the site visit. However, the most important aspect of this project according to the assistant superintendent, was that the project acted as a vehicle to provide the opportunity for the school system and Native American community to work together toward a common purpose. This was something that had not been accomplished in the past.

IX. INTERMEDIATE OUTCOMES

The project was experiencing some success in implementing its various management and instructional planr. Great headway had been made in the area of curriculum development. Other areas had not progressed as well. According to the findings of the interim evaluation, the needs of the project included:

- the need to overcome the "we" and "they" attitude that had grown at the school regarding the Title VII project;
- the need to coordinate services with other programs in the school;
- the need for an intensive language experience program in both English and Indian;
- the need for a more intensive teacher training program;
- the need to involve all staff (regular classroom teachers and Title VII staff) in the instructional component planning process; and
- the need to better define the roles of and relationships among the tribe, the project and the school district.

CASE 6

A PROJECT WITH REFUGEE CHILDREN

I. PROJECT OVERVIEW

The Indochinese Title VII program described in this case history began in September of 1980 and will expire in August of 1983. The program was housed in two elementary schools serving students on a pull-out basis in grades K-6. The district also housed other bilingual programs which included:

- An Hispanic Bilingual program;
- A Port of Entry program;
- A Title IV Part A program; and
- A State Indochinese program.

The Hispanic program was funded through another Title VII grant and some district funds. It had been in operation since 1975 and expired at the end of the 1980-81 school year. The Title IV Part A program provided services to Navajo students. There was no overlap between these two programs and the Indochinese Title VII program. The Port of Entry program was funded through state bilingual monies. The program was housed in two schools (one junior and one senior high) and provided intensive instruction in ESL and core subject areas. The point of overlap with the Indochinese Title VII program occurred in staffing. One of the Title VII ESL teacher's salaries was paid for using some of these funds. The state Indochinese program was funded through the Refugee Assistance Act funds. As with the Port of Entry program, the Title VII program overlapped with this program in terms of staff -- one of the Title VII program's ESL teacher's salaries was paid for through Refugee Assistance Act funds.

The school district that housed the Indochinese Bilingual program had a total of 43 schools: 29 were elementary, seven were junior highs and seven were senior highs. At the time of the site visit, a total of 23,219 students were enrolled. Of that total, 4,950 (21%) belonged to one of the following minority groups: Native American (Navajo), Hispanic, Asian/Pacific Islander and Black. Of these minority groups, the Hispanics were the largest (53%) followed by the Asians/Pacific Islanders (23%). The Blacks constituted the smallest group (11%) with the Native Americans being slightly larger (13%). All of the district's students were drawn from a single metropolitan area, the largest in the state. The total population of the area as of April 1, 1980, was 175,885 (Chamber of Commerce). The area's principal economic bases were in trade and heavy industry (mining, metal and oil refineries, manufacturing, etc.). This was augmented by a heavy tourist trade. The latest unemployment figures (February, 1981) showed an overall rate of 5.6% which equalled that of the state. Specific unemployment rates for the Indochinese population were not available.

In addition to the Title VII program, all students benefited from the federally-supported free or reduced price meals program. Other available resources were dependent upon the school in which the program was housed. In one school, no other services were available. In the other, students may have also received extra reading and/or mathematics instruction through the Title I program.

The program's most recent formal needs assessment was conducted in April of 1980. The assessment determined the number of NEP/LEP Indochinese students within the district's schools by using the BINL (Bilingual Inventory of Natural Language).

II. PROGRAM CHARACTERISTICS

The project used a pull-out approach in the provision of services to Indochinese NEP/LEP students. The focal point of the project in each school site was the resource room where students received intensive ESL and English language reading instruction. Instruction in other subjects, predominantly mathematics, was also included if needed. Students were scheduled into the resource room by grades and each remained in the room for at least 45 minutes per day. The native language of the student was only used for purposes of facilitation and explanation. In addition to services provided through the resource room, students received individual or small group instruction while in the regular classroom. This was carried out by bilingual aides who rotated among the classrooms. In this case, the classroom teacher would identify the particular area in which the student required additional help. The aide would then provide that help. Usually the student would be pulled out of the classroom and the aide and student would work in the hallway just outside the classroom. In some instances, the teacher would have the aide work with a small group of students in a corner of the classroom. Typically, the aide used the student's native language to explain the specific work to the student.

This aspect of the program, bilingual aide support in the regular classroom, varied considerably between the two school sites. In one, the two bilingual aides spent the entire day working with students, primarily on a one-to-one basis, while in their regular classrooms. Rarely did they assist in the resource room. In the other school, the three bilingual aides worked primarily in the resource room with only two of the aides specifically assigned to work with the K and first grade students while in their regular classrooms. In-class services were provided to students in grades three through six only if requested by the classroom teacher.

As indicated above, reading instruction only took place in English. This was true for several reasons, including:

- Most of the students, with the possible exception of the Vietnamese, were illiterate in their native language and had had little or no formal education; and

- There was a lack of written materials in all languages served by the project with the exception of Vietnamese.

Additionally, content was taught only in English with the native language being used for purposes of previewing and reviewing that content. Finally, the project did not have a general approach to the teaching of English to their NEP/LEP students. The ultimate goal for all students was to enable the learner to approximate the English native language speaker's skills. However, the methods used to achieve that goal varied by grade levels as well as by school site.

Opinions on the extent to which the program would be continued after funding expired varied tremendously depending upon the particular administrator interviewed. According to the superintendent, the program would remain as it was with the district picking up the full financial burden. The federal and state program directors and one of the two program site school principals, on the other hand, indicated that reductions in the program would occur. The most dramatic impact was seen by the other program site school principal who indicated that if federal support was no longer available the program would be dropped in its entirety.

III. PROJECT PARTICIPANTS

The project had a total enrollment of 155 students at the time of the site visit. The students were about equally divided between the two schools and approximately one-half of this total were in grades K-2. The language groups represented in the program included Hmong, Laotian, Vietnamese, Chinese (Cantonese and Tchieuchow), Thai and Ksue. One school was predominantly Hmong and Lao while the other was Vietnamese and Hmong. The overall academic achievement in the two program schools varied with one being above national standards and the other being equal to them. In the previous school, the academic achievement of the Title VII students (all were LEP) was also considered to be above national standards, although the school principal indicated that most were illiterate in their native language. In the other school, the achievement of all Title VII students (including both Indochinese and Hispanics) was considered to be mixed, with more functioning academically above the national standards than below. When only the LEP students were considered, this achievement level was placed below national standards. Factors identified by the principal which accounted for this variation included length of time in this country, extent of schooling in native country and availability of appropriate ethnic role models in the Title VII program. In general, the Vietnamese students were considered to be functioning at a higher academic level than the other Indochinese students.

The project's population has increased steadily in one school while in the other it remained relatively stable during the past year. There has been no out-migration of students in either of the two schools. The project director also indicated that the system's enrollment figures with respect to the Indochinese population were expected to change dramatically with greater numbers of Hmong and

Laotians moving into the school district and Vietnamese moving out of the district.

Entrance into the project was based on the student's performance on tests measuring his/her English proficiency in speaking, reading and writing. Those students who scored at levels I, II or III on the English BINL, six months below grade level on the Stanford Achievement Test and below 42 on the Far West Written Language Assessment, qualified for the program. Similarly, those who scored at level IV on the English BINL, 42 or above on the Far West Written Language Assessment and on grade level on the Stanford Achievement Test exited the program. In addition to these tests, teacher judgement also played a role in students' entry into and/or exit from the program.

The project's staff consisted of the bilingual education coordinator, curriculum coordinator, secretary, two ESL teachers, two bilingual teachers and five bilingual aides. The bilingual teachers and aides, curriculum coordinator and secretary were multilingual in several of the project's languages. The internal organization of the project appears on the following page.

The day-to-day functioning of the school-based staff varied by school. The set up in each school is described below:

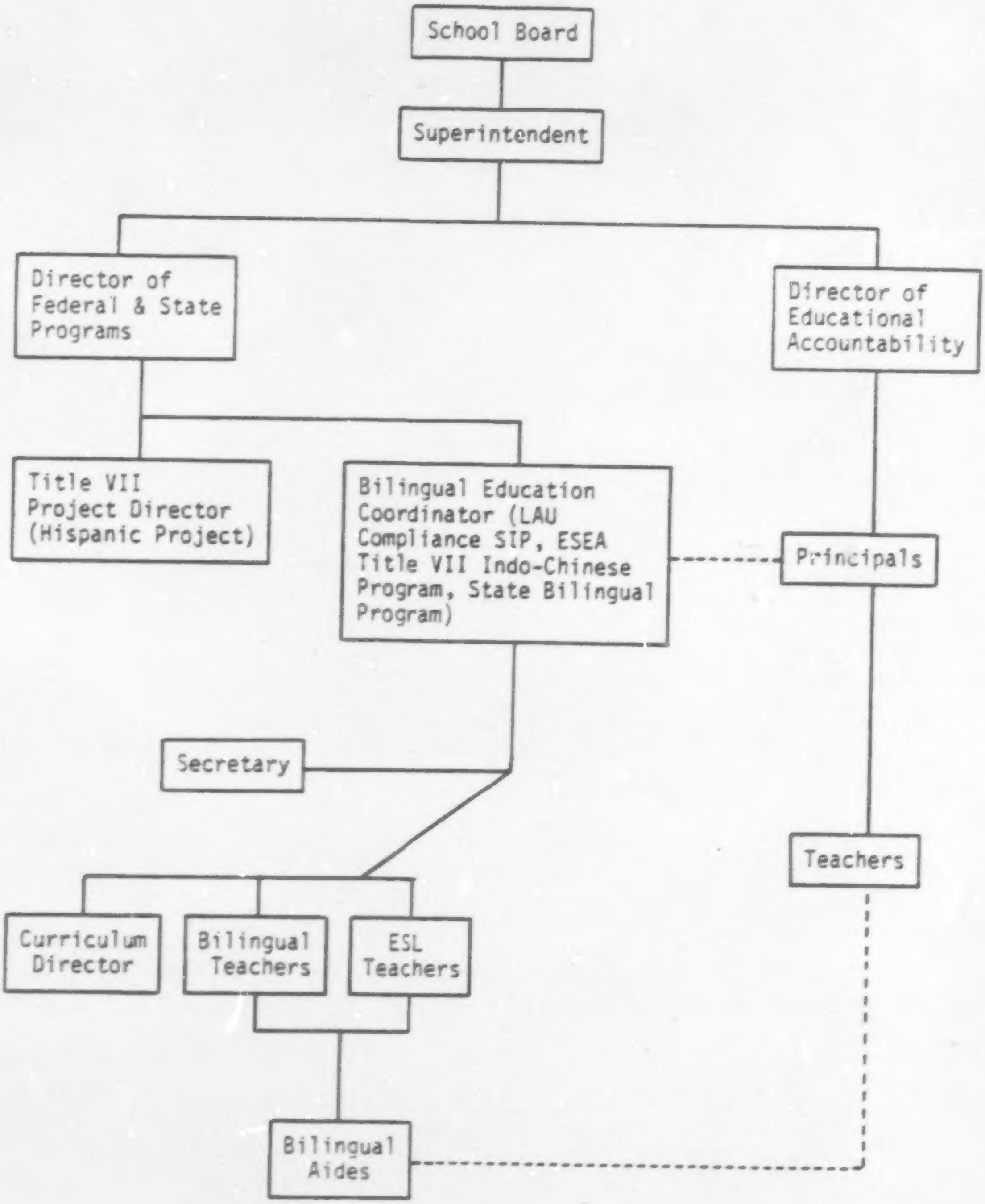
School I:

The resource room was staffed by an ESL teacher and a bilingual "teacher." This last individual, in reality, functioned as an aide in the resource room. The ESL teacher did all of the planning for all of the groups as well as all of the teaching. The bilingual "teacher" would do previews and reviews of the content material covered by the ESL teacher using the student's native language. He also worked with the NEP students. The two bilingual aides rotated among the classrooms in the school and received their instructions from the regular classroom teachers. They spent only a minimal amount of time in the resource room.

School II:

The resource room was staffed by an ESL teacher and a bilingual teacher. Each had specific responsibilities in terms of lesson planning and teaching. The bilingual teacher also spent a few hours each week at School I to assist the small number of Vietnamese students enrolled there. The three bilingual aides assigned to the school worked with small groups of students within the resource room. In addition, two of the aides spent a portion of each day in grades K and 1 working with students in their regular classrooms. These two were also available to work with program students in other grades in their classroom if requested by the classroom teacher.

The curriculum coordinator, whose position will be vacant next year, was responsible for the development of a curriculum and materials


School Board
Superintendent
Director of Federal & State Programs
Director of Educational Accountability
Title VII Project Director (Hispanic Project)
Bilingual Education Coordinator (LAU Compliance SIP, ESEA Title VII Indo-Chinese Program, State Bilingual Program)
Principals
Secretary
Teachers
Curriculum Director
Bilingual Teachers
ESL Teachers
Bilingual Aides

for teaching English to Indochinese. He also assisted in the enrollment of Vietnamese students at the central office and helped the bilingual and ESL teachers locate appropriate materials.

IV. PROJECT DEVELOPMENT

Several individuals and organizations played a role in the formulation of the Indochinese bilingual program. The need for some sort of program was initially recommended to the project director by two community organizations. These two organizations were providing services to the large number of refugees and kept the project director up-to-date as to the numbers of refugees arriving in the area and their special needs. The Port of Entry program as well as the state-funded Indochinese program were also being overwhelmed with new students, further indicating a need for additional programs.

The initial decision to apply for OBEMLA monies was a joint one made by the Indochinese parents and school district staff. One of the project's bilingual teachers helped to form a council composed of Indochinese parents. This individual then presented to this council the general outline of the project. Initially, many parents were opposed to the project because they were concerned that their children would not learn English. Eventually, however, they were convinced that the project would be in the best interest of the children.

The prime movers in the actual planning and preparation of the project's application to OBEMLA were the project director, parent council and one of the bilingual teachers. They also received very strong support and backing from the superintendent, the school board and other adminstrative staff.

The initial selection of materials was made by the project's individual ESL and bilingual teachers. More suitable materials were being developed by the curriculum specialist at the time of the site visit.

The project had gone through some changes since its inception in the Fall of 1980. These included:

- A change in the project organization -- The outreach aides originally requested by the parents and included in the application's staffing design were dropped. They had been included to deal with school/parent problems. However, the bilingual aides and teachers dealt with these problems, thus negating the need for the outreach aides; and

- A change in the use of the resource room and aides in one of the project schools -- Initially in this school, all Indochinese students came to the resource room at one time and stayed anywhere from one-half to three hours each day. The ESL teacher, bilingual teacher and three bilingual aides all stayed in the resource room which could have as many as 50 children in the room at one time. This situation became intolerable because there was too much noise and confusion created by having all the students in at one time. The school changed its approach and adopted the one used by the other project school. In this approach, students were scheduled into the resource room by grades while two of the three bilingual aides rotated among the regular classrooms to provide services.

V. INSTRUCTIONAL COMPONENT

The goals of the Indochinese Bilingual Project were fourfold: (1) to make the Indochinese students English-proficient; (2) to develop basic mathematical skills; (3) to acculturate the Indochinese students and their families to American society; and (4) to develop the Indochinese students' self-esteem.

Intensive ESL and reading instruction was provided in the resource room for a prescribed number of minutes per day. Some mathematical skills were also worked on although the emphasis was on English language acquisition.

Both of the pull-out resource rooms were located within the school buildings themselves. Both rooms were large, well-lit with both artificial and natural light, and attractively decorated and arranged. Both had ample supplies of books, equipment (language masters, tape recorders, etc.) and consumable materials. A variety of materials adorned the walls, including children's work and drawings and teacher-made and commercially produced instructional materials. Both rooms were arranged in learning clusters with a variety of learning activities available to the students in each cluster area.

The materials used by the project varied by school. There was not any one reading or ESL series used by the program since teacher preference was the basis on which texts had been selected. Minimal native language materials were evident. Those that were available were written only in Vietnamese.

The process of scheduling students into the resource room also varied by school. In School I, students in grades 1-6 were scheduled into the resource room for 45 minutes each day. In addition, the rotating bilingual aides may also see a student or small group of students while in the regular classroom for 15-20 minutes per day. In School II, students were scheduled into the resource room in one and one-half hour intervals. Students were scheduled according to ability levels rather than assigned grades.

VI. STAFF DEVELOPMENT AND TRAINING

Training plans for teachers and aides included both formal and informal activities. On the informal side, two district-sponsored inservice training sessions had been conducted at the time of the site visit. Both of these were attended by both teachers and aides, and dealt with the topic areas of ESL instruction and bilingual education. The curriculum coordinator was also sent to a workshop that dealt with the topic of education for the Indochinese.

Formal educational opportunities were available for all program staff. The plans, however, were developed more to address the needs of the Indochinese aides and teachers. An agreement had been drawn up between the program and a local university which set up a non-degree, self-paced track for the Indochinese staff. Courses to be taken had to relate to education. Thus far, two had enrolled in the program. For the professional staff, tuition was paid by the program at the university of their choice as long as the courses taken were relevant to education. Two of the professional staff were enrolled in a university program.

VII. PARENT/COMMUNITY INVOLVEMENT

The Parent Advisory Committee was composed of parents and two members of the Title VII project staff -- the two bilingual teachers. The languages spoken by the parents were Hmong, Vietnamese, Lao and Chinese. Very few spoke English. As such, all information had to be translated into primarily Hmong and Vietnamese. This translation was carried out by the two bilingual teachers. One of the teachers served as the chairperson of the PAC.

Minimal planning had been done by the PAC. Most of the areas in which plans had been developed had been formulated by the PAC chairperson and the project director. However, the PAC had had some input into the initial design of the project and assisted the project director in the dissemination of information about the project to others in the community.

The major emphasis of the PAC activities had been in the area of assimilation into American society. The PAC chairperson and the other bilingual teacher spent the majority of the year conducting workshops for PAC members covering areas of most critical need: health and hygiene; the responsibility of parents in the American educational system; acculturation; etc. Turnout at these workshops had been considered to be adequate.

Within the area of volunteering in the schools, very few parents had done so. Reasons suggested for the poor parent participation included poor English communication skills, limited educational levels (many were illiterate) and unavailability due to working hours. The PAC chairperson also indicated that many parents felt uncomfortable about becoming involved in their child's education because they felt ill-equipped to help them.

VIII. PROJECT MANAGEMENT

The project developed plans in three specific management areas for the 1980-81 school year. In the area of staffing, two ESL and two bilingual teachers had been hired to staff the resource rooms. Five aides had also been hired. In terms of the future, more aides were seen as being needed if the enrollment continued to grow. However, no plans had been formulated for hiring more staff for the 1981-82 school year.

Much emphasis had been placed on the development and procurement of materials during the 1980-81 school year. The curriculum developer spent the year designing a detailed, step-by-step curriculum for teaching English to Indochinese. He also identified a number of ESL and native language texts for use by the program's teachers. This management plan will not be continued into the 1981-82 school year due to lack of funds.

The third area of management planning concerned project evaluation. Plans called for the evaluation to be conducted by an outside evaluator from one of the local universities. This individual would evaluate three components of the project: instruction, staff development and parent involvement. An interim evaluation had just been completed at the time of our site visit. Project staff, principals, regular classroom teachers, students and parents were interviewed concerning the project's intended vs. actual outcomes. The format developed for the evaluation would remain constant throughout the life of the project.

Outside of the reporting requirements stipulated by OBEMLA, no additional reporting and dissemination plans had been formalized. However, the project had published articles in the local newspaper and aired television spots to inform the community at large about the project. The project director also had to present an oral annual report to the Federal and State Programs Chairperson.

The project director had direct control over the activities of all project staff including the teachers and aides. She had a great deal of control over student placement criteria and practices, teacher/aide evaluations, and the amount of administrative time available to the project. She also had a great deal of control over all aspects of project operation including materials and supplies, staff development and training, parent and community involvement plans, student support services, information dissemination and program evaluation. Areas in which she had little or no control included scheduling of classes and amount of lesson planning time available which were the responsibility of the program's teachers; and the provision and maintenance of the schools which came under the jurisdiction of the two principals. She shared responsibility with the two principals for the coordination of instruction across classes/grades/programs and for the conduct of special disciplinary action with program students.

The initial implementation of the project was carried out for the most part by the project director and the Title VII teachers. One of the bilingual teachers in particular had been instrumental in implementing the program in his school as well as in generating strong parent and community support for the program. In addition, the superintendent had maintained strong support for the program and provided whatever assistance was needed. To a small measure, the two school principals helped (one more than the other) in gaining acceptance of the program from the regular classroom teachers in the two schools. For the most part, however, the principals remained neutral towards the program. Finally, neither the SEA or OBEMLA had provided any assistance to the project.

The major difficulties faced by the project were lack of qualified staff and native language materials. The project relied very heavily on its curriculum developer and one of its bilingual teachers to deal with the latter problem. The previous problem was more difficult to deal with, but opportunities made available through the project's arrangements with a local university (as discussed in the staff development section) were attempting to rectify this problem.

IX. INTERMEDIATE OUTCOMES

The project had made some progress in implementing its various plans. Students had been identified and enrolled. Some impacts on the students were being noticed by the Title VII staff and the regular teachers as well. Their English skills were improving as were their basic academic skills. The greatest areas of weaknesses were in staff development and program coordination. In-service training, especially for the aides who had little schooling themselves, needed to be more frequent and more focused on specific skills rather than broad topic areas. Within the area of coordination, the Title VII resource room staff and regular teachers met very seldom for the purpose of planning and coordinating teaching objectives between the classroom and resource room. It appeared that the two carried out their respective teaching activities without much, if any, coordination.

CASE 7

HISTORY AND CHANGE IN A BILINGUAL EDUCATION PROJECT

I. PROJECT OVERVIEW

This Bilingual-Bicultural Spanish/English Project, located in a midwestern state, began in September of 1976. It exists within the City Schools system and is housed in an elementary and a high school. One class in each of grades three, four and five at the elementary school, and one class in each of grades ten and eleven at the high school, are part of the Title VII program. Other locally-funded bilingual education programs also exist in these two schools as well as in other public schools in the system. These include an in-class bilingual education program at another elementary school, and an itinerant resource program. The city also has an ESAA Desegregation Program that contains a multicultural/multilingual component. Students enrolled in the Title VII program are autonomous from those enrolled in these other programs. Program services do not overlap. However, the administrative staff is the same for both the Title VII and LEA bilingual education programs. Classroom materials are also shared among the programs. In addition, teacher and teacher aide inservices are held jointly between the Title VII and LEA bilingual education staff.

The public school system is composed of a total of 19 schools: three senior high, five junior high and 11 elementary schools. The total student enrollment is 13,270. Of this total, 58.6% are Caucasian, 20.5% are Hispanic, 19% are Black, 1.7% are Native American and .2% are Oriental. The students are drawn from the city which is located in a heavily industrialized area. As indicated, the area's economic base is provided by heavy industry including steel production, automobile assembly, mineral mining, ship building and chemical manufacturing, to name a few. The most recent estimate, based on the 1980 Census, shows the city's population to be 87,849, making it the tenth largest city in the state. The unemployment rate for the city was unavailable. However, the county's unemployment rate is 14.1% (August, 1980). This is about double the average unemployment rate for the area in 1979, which was 7.4% (figures provided by the Chamber of Commerce). Reasons for this increase are many. Some industries have closed and moved to the warmer and less harsh climates of the southeastern part of U.S. Massive lay-offs in the automobile and steel industries have also had an effect in the city. The unemployment rate for the Hispanics in the community was not available. However, the Hispanic community is a well established and stable one and it is expected that their unemployment rate would be no greater than the county's overall rate.

In addition to the Title VII program, the Hispanic bilingual students also benefit from the federally-supported free or reduced-priced meals program. Other federally-funded programs available to them, if needed, include ESEA Title I (reading and mathematics) and Education for the Handicapped.

The City Schools also have a bilingual education Itinerant Resource Program and a Title VII multilingual/multicultural component at the city's magnet school set-up under the ESAA. The itinerant program was created as part of the city's Lau Compliance plan and was instituted during the 1977-78 school year. The itinerant program serves monolingual/Spanish, bilingual/Spanish and bilingual/Spanish/English students, as identified on the Dailey Language Facility Test, who attend schools not having an in-class bilingual education program. It covers all grades K through 12. Students enrolled at the elementary level receive native language reading instruction and ESL-oral instruction. English and/or native language instruction in specific content areas is available, if needed. At the junior and senior high school level, students receive ESL instruction and subject content in English and/or native language instruction on a tutorial basis. Students at the senior high school level are provided in-class ESL instruction and tutorial services in specific content areas. The ESAA program provides ESL and content area tutorial services to LEP students attending schools affected by the school desegregation plan.

The most recent needs-assessment was conducted in the Fall of 1980. It was a school-wide assessment which appraised the educational needs thought as most important by parents and the extent of effectiveness which parents felt the schools had in those areas. The Hispanic parents identified reading in English, writing in English, cultural heritage and native language instruction and mathematics as being the most important areas of emphasis in their child's education. This information primarily verified what the project staff already knew.

The Title VII project itself conducted a needs-assessment during the 1979-80 school year. This assessment pertained solely to the high school component of the program. The most pressing needs were for high school level bilingual materials, placement test translations, more adequate teaching space and subject content area support. To meet these needs the project has, to date:

- instituted a tutorial program which is scheduled during the student's study hall and conducted in English and/or the student's native language;
- found a less isolated teaching space in the school for use by the program; and
- almost completed the translation into Spanish of the high school mathematics placement test.

The two resource specialists have also set aside a considerable amount of time this school year for the identification and development of materials for the high school program. Some of these materials are currently being used in a multicultural studies course being offered at the high school for the first time this year. Other materials also being worked on include those for ESL and mathematics.

II. PROJECT CHARACTERISTICS AND GOALS

The project has developed its own in-class approach to bilingual education instruction. All LEP students receive ESL-oral and ESL-reading instruction daily. Reading is taught in English for those students who entered the program in K or first grade. New students with limited English proficiency are first taught reading in their native language using a standard form of Spanish. These students' (LEP) reading abilities are assessed using the Prescriptive Reading Inventory which is used to develop pre-reading and initial reading activities.

The underlying assumption of the program in terms of teaching English to LEP students is that English should be taught in the same manner in which the child learns his native language. Thus, the program places initial emphasis on the student's listening and speaking skills prior to being introduced to reading. Conversational skills are also stressed. In addition, as a result of this basic assumption that the best way to learn a new language is to acquire it in the same way the native language is learned, a minimum of drill work is used. Instead, everyday conversational English is introduced through exercises. The ultimate goal of the program is to enable the LEP student to approximate an English-speaker's skills in areas of syntax and meaning.

If ESEA Title VII funding were to be eliminated, all of the project's administrative staff believe that the bilingual education program would be reduced. Reductions would primarily result in fewer bilingual teacher aides, bilingual instructional materials and special teacher/teacher aide inservice training. However, much of the program would remain as a result of institutionalization efforts on the part of the LEA since the beginning of the project.

III. PROJECT PARTICIPATION

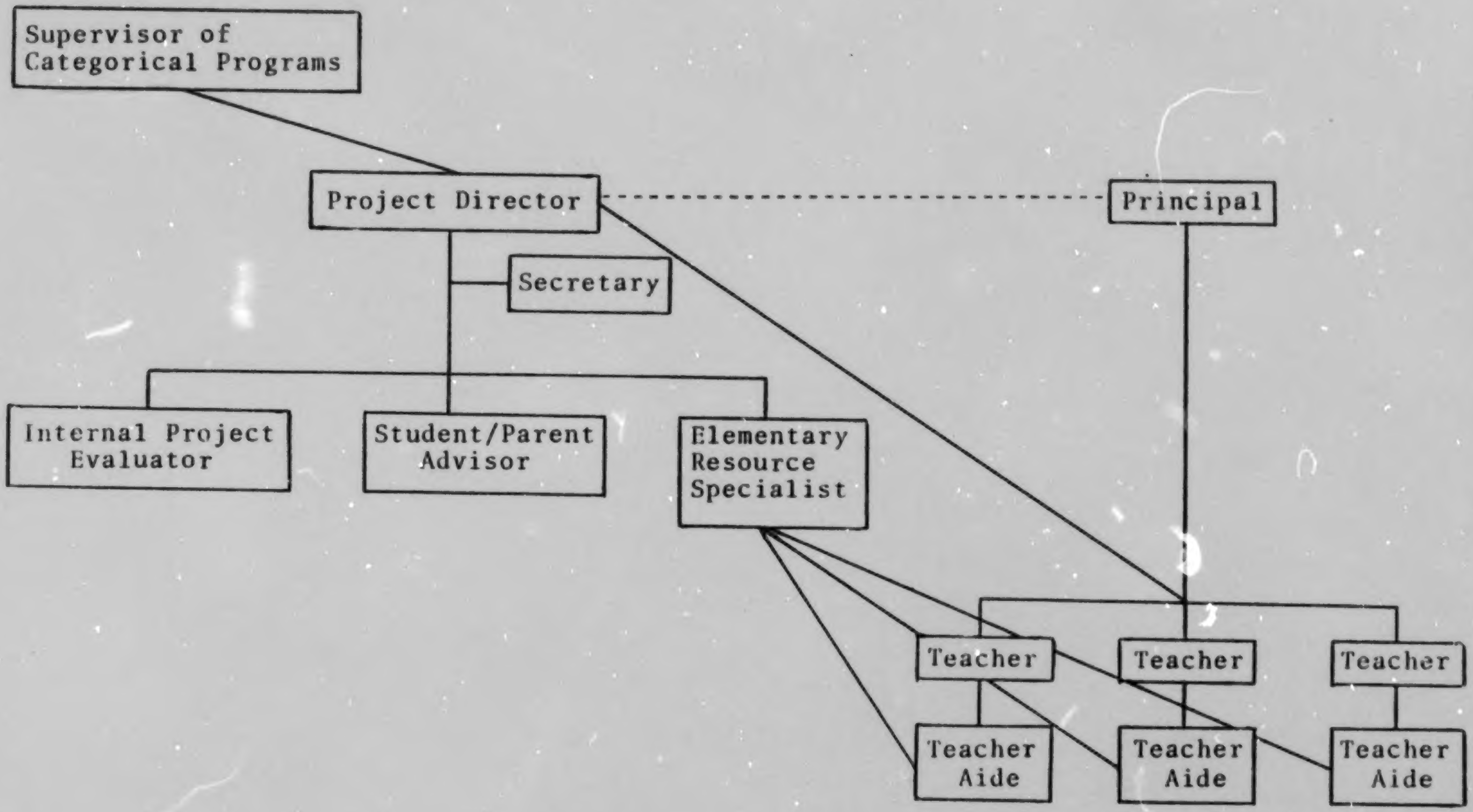
The Bilingual-Bicultural Spanish/English Project has a current total enrollment of 129 students. The elementary component at the elementary school provides bilingual instruction to 69 students in grades three to five. The ethnic backgrounds of these students are 85% Puerto Rican, 10% Mexican and 5% Anglo. According to the principal, the overall academic achievement of students in the elementary school is equal to the national standards. In contrast, the students enrolled in the Title VII project are perceived as functioning academically below national standards. The greatest difference between Title VII and non-Title VII students occurs in the area of reading achievement, where scores for Title VII students are lower than those for the overall student body. The lower scores are seen as a result of the student's limited English proficiency. However, no significant differences in achievement are seen between the two groups in the content area of mathematics. Overall, all individuals interviewed felt that the project was having a positive impact on the Title VII students' academic capabilities. In addition, the project is believed to have instilled in parents of Title VII students a stronger recognition of the importance of education in their children's lives.

The project's student population at the school has remained relatively stable during this current school year. According to the principal, less than 10% of the Title VII population has moved into, or out of, the school's attendance area. The majority of those now enrolling in the program are limited English proficient. If one looks at the entire Title VII project (elementary and secondary), a different picture emerges. According to the project director, over the course of this school year it is estimated that anywhere from a 30% to 35% change in the Title VII population will occur. Although this estimate includes both in- and out-migration of students, the major portion of this mobility has been accounted for thus far by students enrolling in the program.

Entrance into the project is determined by the student's abilities in English reading and speaking. All students enrolled in the city's public schools are administered the Dailey Language Facility Test which is used to determine the student's language dominance. Those students who are found to be monolingual in Spanish (MS), bilingual with greater facility in Spanish (BS), or bilingual with equal proficiency in Spanish and English (B), are eligible for the program. Once enrolled in the program, these students are given the Bilingual Syntax Measure I or II to help determine the language in which subject content areas should be reinforced. The students are also assessed for placement by the Holt Basic Reading System, parts of which have been translated into Spanish. The student's Spanish reading skills are also assessed using Prueba de Lectura Inter-Am. Nivel I o II. All of these tests are administered by the project's teaching staff, resource specialist and/or internal evaluator. Additional information about the student is also garnered through teacher observations and a parent interview. All of the test information, along with the teacher and parental input, is used to provide the most appropriate instructional setting for the student. Once enrolled in the program, a student can remain in the bilingual setting for his entire public school education, if the student and parents so desire.

Exiting a student from the program involves a three step process. This process begins with the teacher's judgment of the student's readiness to enter a regular English reading program (and exit the ESL program). Next, objective data in the student's cumulative record are considered. This includes performance on both standardized and criterion referenced tests. In order to allow for some regression that might occur when the student moves from ESL to regular English language instruction, the following criteria are used:

Project Organization (Elementary Component Only)



- In third grade, the student must score in the 84th percentile on the California Test of Basic Skills (CTBS); and
- In fourth grade, the student must meet the mean on the CTBS for the City Schools by the end of the school year or the student must score at the 50th percentile on national norms, whichever is greater.

The final step in the exit process involves the joint decision by the school principal, classroom teacher, and project director. Parental input is also included in this decision-making process. All staff involved with the project indicated great satisfaction with the entry/exit criteria. However, one potential problem was identified in the exit process -- students may only exit the program at the end of the school year regardless of whether or not the parents wish the child to remain in the program. This particular situation has occurred this year. The parents of a student enrolled in the program did not wish for their child to participate in it. However, the child has been retained in the program and is to be excluded from Spanish language arts and ESL instruction. During those instructional periods, the child is to be given other activities to do. The child will not be removed from the program until the next school year.

The project's staff consists of the project director, a secretary, one resource specialist, an internal project evaluator, a student-parent advisor, three teachers and three teacher aides. All staff members, with the exception of the internal project evaluator, are bilingual in Spanish and English. The internal organization of the project is on the following page.

Each teacher is assisted by one teacher's aide. On rare occasions, a parent volunteer may also be present in the classroom. Both teachers interviewed are certified in elementary education within the state. Neither has a bilingual certificate since the state doesn't have that type of certification available at this time. One of the two teachers interviewed is a recent college graduate with about five months of teaching experience. The other teacher has over 24 years of teaching experience. Much of this experience took place in Puerto Rico. Since coming to this country, he has served as a bilingual education classroom teacher and ESL specialist in a bilingual education program in Milwaukee, Wisconsin. Prior to his involvement in the Title VII program, he served as an itinerant resource teacher in one of the city's locally funded bilingual education programs. The resource specialist is involved primarily in curriculum/materials development, inservice training, and student testing. She is also responsible for the supervision of the teacher aides. Prior to serving in this capacity, she was a classroom teacher in one of the school system's LEA sponsored bilingual education programs and the current Title VII program. She is also a certified elementary school teacher in the state and has a total of seven years' teaching experience. The student-parent advisor acts as a referral source to the teachers in the elementary program. She intercedes in student problems (not of a disciplinary nature) where home visits are necessary. She also assists parents in identifying and utilizing other services in the community which may be needed (e.g., job employment centers, applying for food stamps, etc.). The majority of her time, however, is spent with the secondary program. She has five years of teaching experience, three of which were spent within the Title VII bilingual education program. In addition to her state elementary education certification, she also holds a reading specialist certificate, a supervisor certificate and an elementary principal certificate, all from the state. The internal project evaluator monitors the academic progress of students enrolled in the program. He also provides some training to the teacher aides in the area of testing. He has 17 years of experience in the field of education. The teacher aides in the program are all high school graduates. One also completed one year of college. All are full-time and have been with the program for at least two years.

IV. PROJECT DEVELOPMENT

The Bilingual-Bicultural Spanish/English Project is the second Title VII grant implemented in the City Schools. The initial Title VII bilingual education pilot demonstration program began in September of 1970. This first project came about as a result of the efforts of the school system's executive director of curriculum and instruction and the supervisor of categorical programs (now Personnel Director). These individuals found that there were schools within the system having high concentrations of non- and limited English-speaking students. In these same schools, they also found a great many problems in the instruction of these students, as well as very low teacher morale and a great deal of teacher frustration. These factors led them to the recognition of the need for a bilingual education program and to seek out sources through which one could be funded. They were successful in garnering support for a bilingual education program from the city council with very strong backing from the Hispanic community. A campaign was also launched to inform the schools and community at large about bilingual education. Several workshops, seminars, panel discussions, etc., were held. These various activities were conducted by some of the most nationally well-known advocates of bilingual education.

The executive director and the school psychometrist were the key individuals involved in this project's initial application. Minimal input to this application was also supplied by a few council members and representatives from the PTA in the school where the bilingual education program would be housed. In September of 1970, a 60-month grant was awarded to establish a bilingual education pilot demonstration program in an elementary school. This program provided services to limited English proficiency students at two grade levels. Initially, Title VII funds covered four classes in kindergarten and first grade. In the second year of funding, the LEA started institutionalizing the program. During the 1971-72 school year, the LEA assumed financial responsibility for the kindergarten program while grades one and two were covered under Title VII funding. For each of the remaining three years, the bilingual education program grew vertically by one grade. By the final funding year (1974-75), the

Title VII program was in the fourth and fifth grades with the LEA having the total financial commitment for the bilingual education program in grades K through three. In September of 1975, all Title VII funding had ceased. The elementary school bilingual education program, however, continued under the auspices of the LEA. This program is still in operation today with the only major change being that all classes in all grades kindergarten through sixth are totally bilingual.

During the period of 1975-76, no federally supported bilingual education programs existed in the City Schools system. At this time, additional schools in the area were identified as having high concentrations of limited English proficient students who would benefit from a bilingual education program. Parents of students in these schools also began questioning why services weren't available. The project director set out, with the backing of the superintendent and executive director of curriculum and instruction, to apply for another Title VII grant. The original application for the City Bilingual Bicultural Spanish/English Project was submitted to OBE during the 1975-76 school year. Funding for the program began in the Fall of 1976.

The current Title VII project has gone through several changes over the course of its close to five-year existence. The initial change in the program, as it was described in the original grant application, was in the number of schools participating in the program. By the time Title VII funding was received, two of the original four schools had to be excluded from the program due to a dramatic drop in the numbers of qualifying students. Neither school had enough students to meet Title VII participation requirements. The program has also gone through several stages of development at the elementary level. Initially, it began as a pull-out program where bilingual aides provided instruction in ESL and Spanish language arts. The aides worked under the supervision of a resource specialist. This method of instruction was intially adopted because the school system could not find bilingual education teachers. After the first year, the project staff became dissatisfied using this system. They were unsure of what and how the children were learning. During the next school year, the bilingual aides were placed in classrooms with monolingual English-speaking teachers. The aides were still responsible for ESL and Spanish language arts instruction. The resource specialist also provided a great deal of support to both the aide and teacher. The final stage in the development of the project occurred in the following year. Bilingual classroom teachers replaced the monolingual English-speaking teachers with the bilingual aides remaining in the classroom. ESL and Spanish language arts instruction are now the responsibility of both the teacher and aide.

V. INSTRUCTIONAL COMPONENT

The overall long-term goals of the instructional component of the project, as stated in the 1978 continuation application, are:

- to provide formal training in areas of listening and speaking before introducing reading and writing in English as a second language;
- to teach English as a second language to non-English-speaking and limited English-speaking students;
- to teach the cognitive areas to students in their native language while they develop competency in English;
- to provide language instruction in the native language and English;
- to provide cultural studies which relate to the students participating;
- to develop and implement a systematic evaluation of the bilingual education program in terms of student achievement;
- to implement an assessment of the development of positive attitudes;
- to identify and develop the best methods for teaching children of limited English speaking ability; and
- to provide a basis for identifying the most effective methods for teaching English as a second language.

In addition to these overall objectives, very specific instructional objectives have been developed for each of the three grade levels. These objectives are for the areas of ESL-oral, ESL-oral reading, ESL-reading, Spanish language arts, Spanish as a second language, and cultural heritage studies. The other content area objectives used are those developed for the grade levels system-wide.

As previously indicated, the Title VII elementary component is housed in the elementary school. The classrooms are located along both sides of the hallways (five in all), with the principal's office and nurse's suite located along the center hallway. The bilingual classrooms are located among the other classrooms of their grade level and are physically indistinguishable from the regular classrooms. The classrooms are large, well-lit and well-maintained, and generally attractive. The rooms had well-stocked libraries, mainly with books in English. Various commercial and student-produced materials were on the walls. The room arrangements were very similar with the students' desks being arranged in three clusters with four rows of three desks across in each cluster. The teachers' desks were situated in the front of the classrooms. The teacher aide in each classroom had a work area located in the back of the room.

The three grades in the project use the same reading, mathematics and social studies series: Holt Basic Reading, Macmillan Mathematics and the Ginn and Company Series in social studies -- Our Country

(5th) and Our People (4th). In Spanish language arts, the third and fifth grades use A Cada Paso, while the fourth grade uses Conozcamos a Puerto Rico.

A typical day of a student enrolled in the program would closely follow the schedule below:

Mathematics	45 minutes/day	5 days/week
ESL	45 minutes/day	5 days/week
Spanish Language Arts	30 minutes/day	5 days/week
English Reading	30 minutes/day	5 days/week
Science	30 minutes/day	5 days/week
Social Studies	30 minutes/day	5 days/week

The students also have art, music, physical education, library, and an enrichment activity. Each of these periods lasts 30 to 40 minutes and is held one day per week. According to the teacher, students in the Title VII program do not attend these activities with non-Title VII students. Each of these activities is carried out with one class at a time.

VI. STAFF DEVELOPMENT AND TRAINING

This year, teacher training plans have been developed only for inservice training. The funds previously allocated for formal educational opportunities were unavailable this year. Teacher inservices are scheduled on a formal basis once a month during the school year. The topics covered in these inservices are selected by the project director, resource teachers, and the internal project evaluator, with input from the teachers themselves.

The inservice plan for teacher aides is designed by the resource teacher and the individual aide. Usually, one inservice per week takes place and is held at the school where the program is housed. The range of topics could include student testing, use of materials, lesson planning, etc. The resource specialist writes up the objective(s) for the teacher aide inservice, and submits them to the project director. Teacher aides are also invited to attend those teacher inservices which are relevant to their classroom duties.

One joint teacher/teacher aide inservice is scheduled each year. This is held prior to the beginning of the school year in late August and covers a three- to four-day period. The purpose of this inservice is to preview the coming school year. The range of topics covered during this inservice include: the philosophy of bilingual-bicultural education, new teacher orientation, new (and old) instructional materials, student identification and testing, human relations, and classroom management.

VII. PARENT/COMMUNITY INVOLVEMENT

This year the Parent Advisory Committee voted not to have a chairperson. However, although not voted on formally, the Student-Parent Advisor has assumed the role of the chairperson, which is fully acceptable to the parents. During the current school year, the PAC has planned activities in four specific areas, most of which relate to the instructional component of the project. Specifically, the PAC has been providing assistance to the project staff by helping to acquire a computer learning system for the high school program. This system should help to expedite the learning of English. The PAC also is assisting in the identification and hiring of bilingual teachers and will participate as the project's representative in bilingual education conferences. PAC members have also observed in each of the project's classrooms. This is done annually with a debriefing conducted by the project director immediately following the observation.

There has been very active participation in the PAC by parents, but there is a need to increase that participation, especially from other areas of the city. The current PAC is composed of eight members including two parents, the project director, and the student parent advisor.

The PAC informs the other parents and the community of its activities through the use of flyers which advertise PAC-sponsored events and other activities. Letters are also sent via the students to inform parents of upcoming meetings, PAC activities, etc. On an informal basis, information is also disseminated by telephone. All of the notices, flyers, letters, and other written materials disseminated by the PAC are written in both English and Spanish.

PAC meetings are usually conducted in both English and Spanish. Information is usually presented first in English with the main points being translated into Spanish for clarification. When controversial issues are being discussed, the meetings are bilingual. Spanish is almost always used when soliciting input from the parents to ensure active involvement and participation of all members.

Very few members of the PAC volunteer in the classroom. In the elementary school, all classrooms have a designated room mother who provides the teacher with whatever assistance is required. As stated earlier, PAC members observe in each classroom. In addition, the PAC, as well as other parents of children in the program, provide input to the further development of the project's cultural enrichment program. They help to identify topic areas to be covered as well as suggest specific classroom activities to be conducted.

VIII. PROJECT MANAGEMENT

Four areas of project management have been, or are currently being, addressed by the program. First, there were plans to hire two bilingual teachers for grades four and five. These two individuals have been hired. Second, the project has been, and continues to be, involved in curriculum materials development and procurement. This has been a major emphasis of the project since its inception four years ago. Thus far, the project has developed an ESL Survival Packet, Espanol como Lengua Vernacula (three levels), a Cultural

Heritage Studies and Activities guide, a *Multicultural Studies course, and an ESL/HOLT Supplementary Activities Guide. The project is currently finishing the ESL materials for the upper grade levels and is translating the upper-level mathematics program into Spanish. Attempts have been made to develop and procure bilingual materials in the content areas of science and social studies. This has since been discontinued due to the time and availability constraints placed on the project staff.

The third area of planning pertains to evaluation. One major change in the evaluation plans has occurred this school year -- that change being the loss of funding for the external evaluator. This individual had been doing a longitudinal study of the project and had collected data during the previous four years. As a result of the loss, the project will not receive a summative project report on the students included in this Study. The project will continue to retain the services of an internal evaluator. This individual has been following the academic achievement of a group of students for the past three years. He also monitors student performance on standardized tests and compares it to the performance of non-Title VII students. Previous evaluations have also been conducted by an Evaluation Dissemination and Assessment Center located in a nearby state.

The final area of project management planning deals with the project's reporting and information dissemination activities. On a quarterly basis, the project distributes newsletters to the parents of children in the program as well as to community groups. Information about the project is also disseminated through a school district-wide paper and in the Latino news section of the local paper. The project director is very active in bilingual education at the state level and travels to numerous conferences giving presentations on the project. In fact, one interviewee stated that the state's Department of Education often refers requests for information on bilingual education to the project staff, especially the project director.

The project director has direct control over the activities of the resource specialist, internal evaluator, student-parent advisor, and secretary. She shares responsibility with the principal for the three classroom teachers. The resource specialist and teachers share control over the activities of the teacher aides. The project director has a great deal of control over the placement criteria and practices of the project, the amount of administrative/recordkeeping time available and the coordination of instruction across classes and grades within the project. She has no control over the scheduling of classes (handled by resource specialist and principal), the amount of teacher planning time (decided upon by the school board), maintenance

---

*At the high school level only.

of the instructional facilities (handled by the school district), disciplining of students (handled by teacher and principal) or teacher/student ratios. The project director also has a great deal of control over project materials and supplies, staff development and training, project information dissemination and office operation. She also has a great deal of control over program evaluation, but shares some of this control with the internal evaluator. The project's parent and community involvement plans are primarily the concern of the PAC and student-parent advisor, although the project director does have some supervisory control. The project director has some control over student support services, but these are primarily the responsibility of the principal and other administrative school personnel. In terms of the overall project, the school system supervises the project's teaching staff and operation to a very great extent. However, most of the actual overseeing and decision-making authority for the project is in the hands of the project director with some input from the PAC.

Through the course of the previous four years, the project has encountered numerous difficulties in implementing its plans. Initially, the community was polarized with most of the Hispanics wanting the program and the rather extensive eastern European community not wanting it at all. The latter strongly objected to their tax monies being used for this purpose. Members of this segment of the community felt that they had come to this country without any special efforts made to accommodate them. They felt that they had made it without special treatment and so could the Hispanics. This attitude has been very difficult to dispel, and after four and one-half years, the project must still deal with it. Progress in countering these negative opinions has been slow, but steady.

Another difficulty encountered by the project is one that exists, to a limited extent, within the Hispanic community itself. Some members of that community do not wish to see the program in operation because of the very same attitudes expressed by the eastern Europeans. Others confused the bilingual program with the desegregation issue. They saw themselves being forced to take an unpopular stance on a very controversial issue and, instead chose a position which would not alienate them from the larger community. Steps have been taken by the project staff to better inform the Hispanic community so that misunderstandings of this kind would be less likely in the future.

A final area of difficulty still exists, although on a very limited scale, within the schools themselves, primarily with principals and teachers. The base for the problem stems from the way in which the bilingual education program is institutionalized. As the program moves to another grade level, a bilingual teacher must be placed at that grade level. In some instances, a regular classroom teacher has had to be displaced in order to accommodate the bilingual class. Some of these teachers, especially those who have been in the system a long time, resent being moved, which has created some hostility toward the project.

Overall, the project is now more or less viewed as an institution of the school system. The strong backing of the school board and the central administrative staff, as well as the extensive PR campaigns launched by the project staff, have succeeded in making the climate a more accepting and understanding one.

IX. INTERMEDIATE OUTCOMES

The Bilingual Bicultural Spanish/English Project is well designed and appears to be accomplishing its primary goal -- the integration and accommodation of Hispanic families into the mainstream of the community. The project's strength is primarily due to the strong commitment and professionalism of the project director. She has been a driving force behind the project, as well as being a very visible and respected individual in the community. In addition, she is at the forefront of the movements to have bilingual education become institutionalized at the state level, and to have the state recognize and provide certification in that field.

According to the data collected by both the internal and external evaluators, the Title VII program students appear to be making significant academic progress that is attributable to their enrollment in the program. In addition, students' attitudes toward school are seen as being more positive and their attendance has increased as a result of their participation in the project.

To date, the accomplishments of the bilingual education program as identified by the project director include:*

- provision for bilingual bicultural education to students of limited English language proficiency;
- provision for bilingual bicultural education to students of limited Spanish language proficiency;
- scheduling heterogenous self-contained elementary bilingual classrooms;
- placement of bilingual teachers in the elementary classroom;
- placement of bilingual teacher aides in bilingual and monolingual English classroom;
- provision for bilingual tutoring services;
- development of curriculum and guides:
    a. English as a Second Language Survival Packet

---

*Taken from the project's 1979-1980 Project Evaluation Report.

b. Espanol como Lengua Vernacula
   Elemental - Jardin de Infancia
   Elemental - Primaria
   Elemental - Intermedia

c. Cultural Heritage Studies
   Objective and Activity Guide

d. Multicultural Studies
   High School Course

e. ESL/HOLT Supplementary Activities Guide

- adoption by Board of Education of an elementary Spanish basal reading program;
- development of inservice workshops for teachers in a bilingual setting in both non-credit sessions and graduate credit courses; and
- involvement of the community in monitoring the Bilingual Bicultural Education Program.

CASE 8

A WELL-ORGANIZED INDIAN PROJECT

I. CONTEXT OF THE SERVICES

The Title VII Elementary and Secondary Education Act project in this sample district was closely tied to a Title IV Indian Education grant. The latter had the responsibility of collecting, editing, and publishing materials in the local Indian language for this district and three others, and for another Indian language project in another section of the state. Ethnic Heritage and Johnson-O'Malley funds had also been utilized. Without the production of materials, many of the Title VII project implementation activities would have been impossible. Both will be treated in this case history for that reason.

The present activities of both funds grew out of a common history. In the early years of the Indian movement, language and culture became important issues in the struggle. Several Indian groups pressured for more use of their languages, consideration for their cultures, and generally better education for their children. In 1969, a consortium of two tribes obtained some planning monies to conduct a survey of the usage of those languages and the extent of limited English proficiency among the school children. The survey served as a needs assessment for the early work toward bilingual education among those groups.

In 1970, the local Indian people withdrew from the consortium and entered into an agreement with the local school district to carry out the work required to facilitate native language development. That agreement had continued to the time of the Study, with the nearby reservation school functioning as a part of that district.

An anthropologist, together with many local Indian assistants, then began the collection of oral histories and other materials in the native language. The tapes were transcribed in preliminary script as the present orthography had not yet been finalized. The Wycliff Bible translators also did some language work during that time but their project was abandoned. The linguistic analyses were done, an orthography agreed upon, and the work was begun on the dictionary, grammar, and the first story books. Myths, legends, oral histories, and descriptions of cultural components were added later.

The early materials were mimeograped and were reviewed with children and adults. The use of local Indian assistants in the linguistic work had given several of them a considerable technical knowledge about working with languages. They accumulated many college credits during the collection and analysis efforts and several earned college degrees and teaching certificates in the state - in 1981, the sample district alone had 18 certified local Indian teachers and several others were teaching in other districts; ten years earlier there had been only three such certified teachers in the entire state. The potential educational, cultural, and economic impact was great.

The Title IV materials development project was formalized for the local Indian language in 1976. Two other districts began using those materials, through ESEA Title VII, in 1978, and a fourth was added in 1980. The portion of the Title IV EIA project serving the other local Indian language was begun in 1978. That group did its own collection and editing; the sample district prepared the final printed publications.

The 1981 perspectives of the work, then, were viewed in terms of the massive development effort over the twelve-year period - from a point at which the language was not even a written, to a stage in which many materials were published, and the language was being taught. Many institutions had made significant contributions: the Indian officials and people, the local school district, a community college, a state university, and the federal government through its support and encouragement.

II. THE STUDY SITE

The sample district was located in a Northern state and in an area where the Northern Plains begin. The geography is rolling hills with a number of small and large rivers intersecting the grasslands that occupy a large portion of the terrain. All of the towns in the area are small although a major city is located about 50 miles away.

Two separate sites must be described since two distinct populations occupy the territory embraced by the sample district. The most important to this project is the reservation lands held by the tribal group, one of the largest Indian controlled areas left in the United States. Only a portion of that reservation lies within the jurisdiction of the local school district. Other portions are served by three other districts and by a private school. In contrast to the situation in many other reservations, here almost all the residents are of the same tribe; only a very small minority was of other Native American groups or were Anglos. The reservation is governed communally, that is, there is no tribal council per se and large community meetings make the major decisions concerning the land and the people, similar to the governing structure of some Anglo communities in the New England states.

The economy of the reservation was unusual. Funds accrued to it and to individuals from several sources: federal monies from tribal agreements, leases for grazing rights, leases for grain farming, leases for mineral exploration and production, and from some commercial concessions operating within the reservation. In addition, many of the residents worked on the reservation in the tribal offices, in the Head Start and school, in the stores, and in several other services such as health, nutrition, law enforcement, game management, and land surveys. Some also worked off the reservation during parts of the year, especially in the different agricultural pursuits and in logging. A much small number worked in stores and in government offices outside the reservation although increasingly, those persons with full time employment off the reservation resided in the town itself.

Both the reservation and the town benefited from a small tourist trade. A national monument was nearby, another battle site not far removed, and the Indian fair and rodeos drew substantial numbers of participants and spectators. Restaurants and motels, both in the town and the reservation, served the tourist trade.

The town was largely Anglo; only about 15% of the inhabitants was Indian. Most of the employees in the stores, government offices, and schools were Anglo but the number of Indian employees had grown substantially in recent years. As in most agricultural communities, the population was fairly conservative in political and economic outlook. The Anglo population spoke only English; no Anglos spoke the Indian language but a few of the school personnel had taken some lessons through the project and the community college classes.

In essence, then, the two populations lived side by side and interacted in many ways, but their cultures remained separate. Interviewees reported that the relationships between the two groups were good but that little social interaction occurred beyond the ordinary speaking relationships when groups met together in school, church, or other organizational settings. There appeared to be little antipathy between the two groups; they simply maintained a kind of "agreed upon" separation.

III. THE SCHOOLS

The district operated a primary school, an upper elementary, a junior high, and a senior high school in the town and the K-6 elementary school on the nearby portion of the reservation. The students from the latter school were bussed to the town for grades seven through twelve. Similarly, children from the nearby agricultural area were also bussed, thus no special treatment was inferred from that arrangement.

The board and the administration were fairly conservative in their approaches to education, stressing the basics of reading and mathematics. Rather precise standards were set for passing from one grade to another and for graduation from high school. An innovation adopted to reduce the number of retentions in the elementary school was the institution of a "preparatory" year between kindergarten and first grade for those who had not reached a functioning reading and number readiness by the end of kindergarten. The preparatory year stressed readiness during the first half and then moved on to actual reading and arithmetic during the latter half. Combinations of first/second and other grades made it possible for students to move ahead according to individual learning, which was different from the total mass competition found in a single grade instruction. These two adaptations were reported to be functioning well; the reading scores of the students were said to be near national norms. Some Indian children were enrolled in the preparatory year and in some of the combination grades. In the latter were limited English-speaking students, Anglos and Indians who had not attended kindergarten but were six years old, and, reportedly, a relatively large proportion of premature birth children that had not developed sufficiently for first grade.

The teachers and administrators were mostly Anglo in the town schools, but some local Indian teachers were also employed. All of the instruction in the town schools was in English, although occasionally the native language was used to assist those children with the understanding of terms or concepts. Standard commercial text series were used throughout the grades with supplementary materials purchased commercially or made by the teachers. A relatively large number of reading aid materials were present in the rooms and the students were using them. A few special mathematics materials were also available.

The Title VII project operated only in the school on the reservation. That school, kindergarten through sixth grade, was presaged by a Head Start program but it was reported that fewer than half the children attended those classes. The principal in the reservation school had been there for eleven years and was described by everyone as an extremely well organized administrator with a great deal of knowledge about teaching generally and especially about teaching reading. The school administrator and an interviewed board member stated that when the school came into the district, the reading level was "abysmally low" but that during the principal's tenure, the standardized reading scores had risen such that 75% of the children was at or above the national norm. Few schools, including the town schools in the district, have equalled that performance. The mathematics scores were still lower than they should have been but the school was preparing some special programs to improve that condition.

The school building was pleasant and attractive. One part was a very old structure but had been maintained carefully; a newer section was added to accommodate the increased enrollment during the last several years. The classrooms were clean, well lighted and ventilated, and properly painted. Carpets were utilized for a part of the floor space and linoleum tiles covered the rest. The walls were decorated attractively with both local Indian and general US cultural materials. A great deal of work done by the children was displayed.

The conduct of the children in the Title VII school was exemplary. No wandering or disturbances were noted in the halls. Within the classrooms, the pupils paid attention to the teacher and the aides, worked hard, and participated freely in the discussions.

The teaching staff was about half Anglo and half from the local Indian tribe (one Native American aide from another tribe worked there also). Both the teachers and the aides were well trained in teaching English as a second language (not needed for most pupils since they were largely bilingual), reading, culture, and several other subjects. Local Indian speaking aides were available for at least a part of each day in the rooms where the teachers were monolingual English speaking. Aides also conducted special English, reading, social studies, and mathematics instruction to small groups.

The local Indian community expressed a great deal of pride in the work of the schools. Interviewees invariably spoke about the influence of the principal as a major factor in the high achievement and conduct of the pupils. They also were very complementary about the teachers, noting that the principal and the district had been concerned with finding the best teachers they could, including well trained Indian teachers. Many of the local Indian interviewees contrasted the present state of education in the school with that present when it was a federal government school, noting that enormous progress had been made. The administrators of the district and some community people from the town also new about the achievement in the Title VII school and were pleased with it.

The Indian and the Anglo communities were concerned about the possible reduction in federal funding assistance to the schools. ESEA Title I, Johnson-O'Malley, and federal impact funds were used extensively in the remediation programs. A fairly large proportion of the children were eligible for free lunch programs which were cited as important to the general growth and development of those children. Similarly, the communities were concerned about reductions in bilingual education since both Title VII ESEA and Title IV IEA had contributed to the academic achievement of the school population as a whole. Individuals believed that much of the academic progress of the Indian students was due to the increased feelings of identity and self-worth that had emanated from the projects. The state did not have a bilingual law nor did it provide funds for bilingual education; the loss of the federal funds was thus seen potentially as a very damaging factor in the future education of the Indian children.

IV. THE PROJECT

An associate superintendent in the central office of the district served as the coordinator of all federal and state programs, working closely with the principal and with the director of the Title IV work in the reservation school. The three persons shared the responsibilities for the accounting, general administration, and supervision of the work in a well organized manner; no overlapping or dubious responsibility areas were found. The arrangement had been in effect for several years, made possible by the solid professionalism of the principal and both the present and the previous directors (the previous director had been promoted to principal of the primary school in the town). The project director, because of the multiple duties of publication and instruction, was aided by specialists in the native language, aide training, editing, and the print shop. All but one of these assistants spoke the local Indian language. Instructional aides and workers in the art and print shop were all from the local tribe except for the previously mentioned aide from another Native American group.

The project offices and other facilities were housed in a separate building on the reservation school campus. They included a private office for the director and joint space offices for the other employees. An attractive training room was available. The art and print shop was small but the space was used efficiently. The materials produced were displayed attractively and adequately stored.

All the aides were given inservice training every Monday and Friday afternoons. The training session which was observed included work in mathematics in both English and the local Indian language, by experienced teachers/teacher trainers. The classes concentrated on the mathematics being taught in the school classes, and were designed to further the knowledge of the aides in the mathematical functions in both languages. Other classes were in reading and writing the native language, in teaching English and native language and reading, in the social studies including native culture and history, and in several other subjects appropriate to the elementary program. Teacher training was also given through inservice and those sessions were also concentrating on mathematics, the new thrust in the school. At the time of the observations, no Anglos were enrolled in classes to learn the local Indian language although some had done so previously. Difficulties with the instruction (one trainer was too technical and the other inexperienced in teaching adults) had caused them to temporarily abandon the classes. Most of the aides and all the Indian teachers had taken credit courses in the native language through a community college that offered that work on the school campus. Several of the aides had also taken a number of regular community college courses for under-graduate credit and some were pursuing teacher credentialing courses in a state university that had specialized in the local Indian language and teaching Indian children. Most of the Indian teachers with certificates had begun their careers in the early linguistic work and followed that up as aides in the school. A considerable career development ladder had been pursued through both the ESEA and the IEA projects, and with a great deal of success. It was also noted that there were many Indian students in academic fields other than education in the same state university and in others.

In cooperation with the community college, the state university, and the project, adult education classes were also conducted. Many local Indian people had taken the native language reading and writing courses but few of them were classified as literate in that language up to the point. The classes were continuing, however, and greater progress was expected. One stimulus to further adult learning of the native language was the classes in the school; when children took their language lessons and materials home, the adults became interested and expended further efforts into learning the written language. (Every adult Indian on the reservation spoke the language fluently and all but the elderly also spoke English fairly well.)

V. INSTRUCTION

The Title VII classrooms were taught in a combination of strategies: whole class instruction with some general materials, small groups within the classroom by the teacher, for differing performance levels, and small groups--both inside and outside the class--for specialized assistance in reading, mathematics, local Indian language, and native culture, taught by the aides and specialists. Pull-outs from the classes were kept to a minimum because the school philosophy was that the teacher should maintain control of scope and sequence of the curricula; that was deemed difficult to achieve when children are away from the general supervision of the teacher. The combination appeared to be appropriate; the observations showed the groupings to be appropriate, the instruction geared to the performance levels, and the specialized instruction to be needed and worthwhile.

The school used a single reading series for the elementary grades as did the district as a whole. That series was supplemented by additional word attack skills and practice materials. Many of these were commercially produced but others were made by the teachers and the aides to address specific needs of the pupils. A single mathematics series was also used and, again, supplementary materials were provided. The other subjects were taught mainly by special materials in the primary grades and via commercial texts in the upper grades. Almost all the local Indian culture materials were those produced by the Title IV IEA project and those included the dictionary, grammar, stories, myths, legends, a history, and music. The publications could be supplemented by several tapes, flannel board sets, games, and concrete objects such as dolls, clothing, models, and useful things familiar to the children. The printed materials were almost all in both the Indian language and English, thus facilitating their use in either language.

The strategy for the language arts was the following:

- In the kindergarten through third grades, the main language of instruction was English. The native language was used to explain words and concepts and to generally facilitate the improvement of English and the academic subjects. Exercises to increase the native language vocabulary were carried out but reading and writing were not taught in that language.

- The main language of instruction in grades four through six was also English but lessons in reading the native language were given; writing the native language was not a major thrust of the program.

- The local and other Indian cultures were taught in every grade.

When the Title VII students transferred to the town schools, beginning in seventh grade, the remainder of their instruction was in English but some cultural elements were taught in social studies.

The Anglo and Indian teachers were fully literate in English. The small errors observed were about equally distributed between the Indians and Anglos and were no more than would be seen in any monolingual English classroom. A very high proportion of the pupils were bilingual. A few in kindergarten and the primary grades had some limitations, chiefly in vocabulary and grammatical construction, but they were improving rapidly. The observer could not judge the native language fluency of the teachers, aides, and children but outside community persons reported that the teachers and all but the Indian aide from another tribe spoke the language fluently. Even that latter aide was said to be learning the language rapidly. Native language literacy had been taught to the teachers and aides for only a short time, due to the state of the art in the creation of the orthography and the materials, which were judged by the teacher trainer to be "fair" and improving rapidly. The project was in the process of standardizing the vocabularies for mathematics, science, and social studies; thus the staff had more difficulty with those subjects than with the vocabularies for general culture and living themes.

VI. BILINGUAL INSTRUCTION

The primary grades approach to using the native language, that of facilitation and increasing the vocabulary in that language, was deemed by the district to be the best for the conditions. District staff stated that the children arrived at school with deficiencies in English and needed to improve rapidly if they were to succeed in their school subjects and in social and economic life afterwards. They also stated that because of the structure of the language, the words were frequently very long and thus difficult for small children to learn to read and write. The teachers pointed out the length of the words in many of the publications as examples of that problem. One example they cited was a common word, rodeo, which is a combination of a root word for place, and with the addition of the descriptives of "horse bucking" and the appropriate sex, gender, and action direction as prefixes and suffixes (the example is for use in the sentence "Jess goes to the rodeo"). Obviously, those words of such length and complexity are difficult to teach. It must be pointed out, however, that both the structural complexity and the length in this Indian language are not much different from those in Magyar (Hungarian), Welsh, Finnish, and Samoan - and the children of those languages learn to read and write the languages at the beginning of their school careers. Further, since there is evidence that teaching reading and writing in both the primary language and in English at the same time produces the highest achievement of any other pattern, some reconsideration of the practice may be needed. Nevertheless, the project was pursuing exactly the program that it had specified in its proposals and that, in itself, is not common among bilingual programs.

When native language reading was introduced in the fourth grade (since the studied year was only the second in which reading materials had been available, all three grades were on about the same level), the major, common root words were learned via phonetics. The orthography was almost completely phonetic, thus word attack skills were taught simultaneously with the root words. Flash cards, word lists, and the printed materials were the main vehicles of instruction. The students were encouraged to use the studied words in sentences, to discuss the variations in them that would occur in different contexts, and to practice the materials several times to instill their written form in their memories. The children read quite fluently in their beginning books, from the flash cards, and from the word lists. They used the dictionary to probe other forms of the words.

It is also important to note that this Indian language is indeed living and developing. The question for the project is not the revitalization of the language but rather the improvement and utilization of its written form. There is a considerable flexibility to the language, accomodating to the addition of many foreign words and concepts. As in the case of the rodeo example, descriptive phrases can often be combined to add to the vocabulary. It also appeared that this process was a continuing one, with progressive refinement and adoption of words and ideas. A major strength of the language was also that the adults obviously speak a very high level of the language and that they understand the grammatical structure, even when they may not be able to explain why they should be as they are. For instance, a new term in mathematics was discussed and gender formulation of the word, only its root. The term has more than one application and the discussion centered on utilizing the precise root for the particular application. Fortunately, the number system of the language was based on ten, as is the Arabic system, and that facilitated the expansion of the language into the higher mathematical operations and concepts.

Only occasionally were English words, or roots borrowed from English words, observed in usage. The trainer explained that there were two circumstances for mixing. The most important was that sometimes the speaker simply did not know the correct word in the native language or "was too lazy" to recall it. The other case was that in which the community had not yet agreed upon a term/word for a new introduction. She emphasized, however, that the community, almost without discussion, would quite quickly arrive at a common term/word if it was needed with any frequency. One of the primary difficulties, she observed, was when a generic word had been applied to a specific object or action, and when that usage had become common. Later, if other specifics were needed within the generic, the problem was exacerbated. The opposite problem was also said to occur; for example, she noted that the specific term for orange pop had later been also applied to almost all sweets; she laughingly observed that long arguments about the case were common at the time of the Study because of the need to put the term into the dictionary.

The native language instruction is held separately from the English instruction except when a word from the other language is needed as an explanation. The strict separation was deemed to be an important instructional tenet. Similarly, and again with the exception of explanations, the pupils were expected to speak the language of the class. If math were taught in the native language, then all the pupil talk was to be in that language; the same applied to English when math was taught in English. Violations of the rule were infrequent. Only rarely were two students heard to talk to each other in the opposite language of the class. In the halls and on the playground, the native language predominated but some English was used by all the pupils.

VII. PULLOUT INSTRUCTION

As stated previously, pullout instruction was minimal. Since some students chose not to study reading in the native language, some accomodation to that had to be arranged. The specialists and the aides worked with those that did during specific periods while other students remained with the English-speaking teacher. Some remedial reading was also done and that, too, when insufficient numbers within a class were available at a particular level, was conducted elsewhere. The native culture and crafts were taught to larger groups of students, frequently from different grades, so in essence these also constituted pullouts in some cases. English as a second language instruction was generally held in the regular classroom but in the upper grades, a few newcomers to the school were aided individually in another setting.

VIII. ENGLISH AS A SECOND LANGUAGE

The teachers and the aides were trained in ESL methods and had obtained some commercial sets for that instruction. Most ESL was taught in kindergarten and first grade; rarely was a pupil so different from other classmates that specialized assistance was needed. Instead, the school had adopted a unified English language approach, introducing the needed vocabulary with adequate practice at the beginning of any lesson, whether English reading or any other subject. This preface work then led into the regular lesson. If pupils were found to be deficient as they progressed in the regular lesson, they were given practice individually or in groups so that the ESL remained closely associated with the material in the lesson. Similarly, then, ESL was never taught as oral/aural only, but rather was always within the integrated English language arts approach, including reading and writing. The bilingualism of most of the students, with the limitation mainly in vocabulary and certain grammatical constructions, appeared to make this most appropriate for that school.

IX. REMEDIAL READING

Most of the remedial reading was taught within the classes. The principal had intentionally kept the class size as small as possible, ranging from 15 to 21 students. Those classes with the lower numbers contained many of the students with reading problems, so that the reading teacher could pay extra attention to those children. Some students came to the school from other sites, however, and if they were in the upper grades, they sometimes did not fit into any group in existence. In those instances, they were given special remedial reading assistance outside the class.

The remedial reading instruction was a fairly standard version of assessing reading weaknesses, introducing exercises to improve reading skills, and giving the students a great deal of practice in both word attack skills and sight reading. While the materials were fairly standard, the conduct of the work was not - it was of very high quality. The remedial reading teachers had graduate work in that field, had had a great deal of experience with these children, and demonstrated that they could carry out the work. The students in the primary grades were learning the word attack skills. Those in the upper grades had difficulty with those skills but that is a general phenomenon for that age. For those students, the teachers were concentrating on sight learning within context, one of the best approaches.

X. REGULAR ENGLISH INSTRUCTION

The several previous sections have dealt in considerable detail with the regular English instruction; therefore, it will only be summarized in this section. One of the most important aspects of that instruction was that the district had a set of goals and objectives for English instruction, kindergarten through twelfth grade, that applied equally to every school under its jurisdiction.

It also had an adopted series throughout the elementary grades, one single series that thus provided continuity - scope and sequence - to the instruction. Further, it had adopted sets of supplementary materials, especially those for additional work on word attack skills, that were also the same throughout the system. This aspect, uniformity of the major series with the flexibility of utilizing other materials as supplementary, is a strong approach and has generally been shown to be superior to adopting different series for different grades, or even allowing different schools to use different series.

The second strong aspect was that through teacher curriculum committees, an English language arts curriculum had been developed for the entire district. That included a grade by grade set of minimum requirements for passage to the next grade. Every teacher knew what was expected and appeared to be striving to achieve the objectives. Also, the teacher could receive help from specialists in remedial reading when needed, making it possible to concentrate greater efforts on the learning of those children with problems rather than having to "just do the best she could" with them in her room.

A third strength was that the grade requirements were stated in behavioral objectives with the approximate percentages of the vocabularies to be known before proceeding on to the next material. In no case was the percentage approaching 100, a common error that often severely deters progress since almost no child will at any given time be able to demonstrate total mastery. The behavioral objectives were realistic for the developmental stages of children at the different ages.

It is important, too, to note that in most of the observed rooms, reading was literally taught in every subject. Vocabularies were introduced at the beginning of each lesson, definitions given or sought in dictionaries, discussion of their particular uses in the lesson were conducted, and the children had an opportunity to hear and say them before tackling the technical lesson itself. In the bilingual classrooms, the vocabularies were also given in the native language. For those rooms that were not bilingual but in which the native language was taught by another person at specific times, those aides and specialists consulted with the regular teachers, obtained the vocabularies and concepts with which the children were having trouble, and they incorporated those into the native language instruction period. The combination was a commendatory practice.

In summary, the regular English program was a strong, continuous curriculum that incorporated oral, aural, reading, and writing activities into a nearly complete language arts program. It was closely integrated with the work in the native language, from the facilitation activities in the primary grades through the reading exercises in the upper elementary years. The teacher and aide's preparation was keyed to the curriculum with specialists provided as needed to supplement the general district thrust. That degree of organization was unusual among the observed districts and probably accounts for the very high proficiency of the students as they read in the classes and their high standardized achievement test scores.

XI. MOBILIZATION OF RESOURCES

The district had mobilized local, state, and federal funds as nearly as they could within the total financial resources, to provide a good education for the children. The existence of ESEA Title I and Title VII, Indian Education Act Title IV, Johnson-O'Malley, and other types of assistance was a solid indication of the district's desire to achieve quality education and also to employ a variety of techniques in that pursuit. Federal impact funds aided the district generally, and these, too, were incorporated to supplement, not supplant, the required local/state-funded sources.

XII. LANGUAGE PERSPECTIVES

As described more fully in other sections, the district instituted a strong language curriculum for English and a modified bilingual approach for the Indian language speaking students. The officials had thought out the processes employed, in light of theory and research, and were implementing the designed program to an unusual degree. There were NO important deviations from the proposal or the curriculum. While the researcher did not agree totally with the conclusions reached, as noted earlier, the uniformity of the implementation of the Title VII activities was so strong that the possible disadvantages appeared to be overcome.

XIII. PARENT ADVISORY COMMITTEE

As was noted in an earlier context, the local people prefer to carry out decision-making as a group. The advisory committee for the two projects, then, was constituted by the population within a community meeting. That vehicle for parental input had been very successful, remaining within the native culture and still fulfilling the functions for which an advisory committee was intended.

Parental participation in the project activities was also quite high. Many parents and other community members expended a great deal of time in helping with the many curricular and extra-curricular work. The cultural event were those that brought about the greatest amount of direct assistance but attendance at any program at the school was high. It must be noted, however, that the native interviewees expressed resistance to their direct participation in decision-making about the actual academic instruction. They said that work was given to the principal and the teachers; they would help with events, discipline, and contribute oral history materials but it was not their "place to interfere" with the instruction. The combination of the project working within the Indian-valued community structure for the committee, and the interest on the part of the community members to help where they could, appeared to be one that worked very well under these conditions.

To conform to the Title VII regulations, the community decision-makers had agreed on who among them would serve as the signatories for the proposal and the other documents necessary for review. Those persons abided by the decisions of the group and performed the formalities. The combination of the community meetings with designated signatories, was an excellent adaptation to both the culture and the federal regulations.

XIV. FUNDING SOURCES

The funding sources, themselves, have been mentioned in several contexts in this case study. Essentially, they were:

- Local district tax revenues
- State apportionment funds
- Federal impact aid funds
- ESEA Title I (regular)
- ESEA Title VII (bilingual)
- Title IV Indian Education Act
- Johnson-O'Malley

School lunch monies from the PL 480 USDA appropriations and commodities were also used extensively.

A major facet of the mobilization of resources was the management of the several funds. The district had a clear chain of authority with the responsibilities apportioned appropriately and in compliance with regulations. Each official knew his/her accounts, programs, and activities. Commingling of funds was at a minimum and within legal limitations. Further, the strong commitment to the sharing of responsibilities with the principals added greater strength to the mobilization of resources. Decisions were made jointly and with the appropriate consultation with the community through the native people and with the school board. There was no indication of dissatisfaction with the management system nor with the ways the funds were expended.

All of the administrators, teachers, and community people were deeply concerned about the possibility of the removal of some funds or their reduction. The district had put together a package that was providing a good delivery of services. If funding were lowered, it would be nearly impossible to continue the services at the high level of effectiveness observed since the district has very limited tax resources (the reservation is exempt from local taxation) and would find it very difficult to continue the high-quality work if any of the funds were substantially reduced. The bilingual program was particularly vulnerable since the state did not provide monies for bilingual activities. The concerns of the administrators and the community appeared to be valid.

There was some hope that the mineral reserves on the reservation might be a greater source of revenue to the tribe. Should that occur, there was some expectation that the tribal government might provide some monies for the bilingual program. The continued production of the materials in the native language was a specific consideration. However, there were no signs that the mineral reserves would be put into production within any immediate time period. Until that occurs, if it does, the district would be unable to count on any resources from the reservation since that organization was barely able to meet minimum obligations for its people with the revenues accruing at the time of the Study. People hoped that federal officials would seriously consider continuing the production of the materials and the funding of the bilingual program. The tremendous investment in the collection of materials, their editing, and publishing, have to date provided only the basic ones needed. Now that the orthography, grammar, and dictionary have been produced, the project is in a position to proceed efficiently with the preparation of materials for other grades. Since the programs have been run effectively, discontinuance would negate much of the previous work accomplished and would jeopardize the unusual academic growth of the children.

XV. ATTITUDES TOWARD THE PROJECT

The attitudes toward the project must be discussed in terms of four groups: local Indian community members, Indian children, school staff, and the Anglo community. Each group expressed, or manifested, differing perspectives about the project and its outcomes.

The local Indian community, a decade ago, had considerable skepticism about the activities and whether or not they would make a difference in the education of their children. Their experience with the federal school, for nearly a century, had been unsatisfactory. However, their decisions to change to a cooperative agreement with the local district demonstrated that they had seen Indian children in the district perform at a higher level. That provided the impetus for their decision to change. As the work of the collection of the materials progressed, with the vast cooperation of the Indian community and with the utilization of native assistants, their attitudes began to change. They saw members of their community going to college, accumulating credits, and later degrees. Also, when the district began to hire the graduating Indian teachers, and when these performed very well in the system, their feelings of the possibility of advancement increased. Finally, when the actual orthography and publications began to emerge, they began to see the ideas as feasible. A good many of them took some of the native language literacy classes and to feel that their language was indeed worthy and that it had a future. The high incidence of fluent speakers in the tribe and the conversion of that fluency to beginning literacy, were major elements in the present attitudes.

The Indian interviewees, selected at random with no assistance or interference from the project, expressed a very positive attitude about the Title VII project. They saw it as important to the continued vitality of their language and culture. They said that it had given them a great deal more confidence in the economic world of the United States.

The attitudes of most Indian children were also very positive. They were excited about learning to read their language; their only reservation was about the limited possibilities to learn to write it. A few Indian youngsters, mostly at the secondary level, still had serious reservations about the utility of literacy in their native language. Those had not had the opportunities at the elementary level to participate in the program and it is probable that their doubts emanated from that lack.

The school staff was extremely positive about the project and its activities. They felt pride in what had been accomplished, both in terms of the materials, which were of very high quality, and the academic improvement of the children. Indeed, some of those from the town schools were envious of the reading progress in the Title VII school and were seeking ways to accomplish those same results in their schools. The aforementioned doubts about teaching reading in the native language at the primary level and writing at the upper elementary level came from theories and opinions of some college professors and other professionals that may have been in error. Even in this case, however, the professionals showed evidence of beginning to re-think the procedures utilized and to consider other alternatives. That, too, showed that the attitudes were positive.

The Anglo community existed in a curious "interaction/isolation" from the Indian community. While nearly no overt prejudice was exhibited, there were signs that the integration of the two communities was far into the future. The previously noted minimal social interaction, the nearly total limitation of the interaction to the economic spheres, and the fact that no Anglo spoke the local Indian language, even though they had lived side by side for a century, indicated that at least the interest in the language and the local Indian culture was low.

Nevertheless, many of the interviewed Anglo communities knew a considerable amount about the project and its products. Most of those that knew about them expressed pride in those accomplishments. Few were aware of the high reading scores of the project school, but they were cognizant that the Indian children were performing well in high school and in college. They invariably praised the long-time principal in that school, the teachers (including the Indian teachers), and the materials.

In essence, then, the attitudes about the project were positive, even though some reservations were expressed by some groups. The relatively short experience so far with the materials and the teaching of native language reading no doubt accounted for some of the reservations. There was also a very firm feeling that English must be mastered by the Indian children - that that was being done was a source of satisfaction to nearly all the groups. While the Title IV and Title VII activities were seen as one effort, and the specific work of Title VII could rarely be separated, the combination enjoyed a substantially positive attitude.

XVI. SUMMARY

The site for this sample case study was a combination of two populations: Indian speakers on a reservation and the nearby, mostly Anglo community with some Indian speakers. The reservation economics depended primarily on lease monies, federal funds accruing to the tribe, and work on the reservation or in the nearby town and agricultural community. The Anglo town was a service center for the ranching and farming areas. Some mineral exploitation, mostly exploration at the time of the Study, was an additional asset both to the reservation and to the general population.

The two communities, Indian and Anglo, interacted in the economic sphere but with almost no social relationships outside the school. No Anglo, besides the school personnel, spoke the local Indian language. The Indian people, on the other hand, were almost all bilingual. Some children and some elderly spoke limited English; the others were fairly to highly proficient in that language.

After decades of an unsatisfactory experience with a federal government school, the reservation had made an agreement with the district for the provision of the education of their children. The reservation school served kindergarten through sixth grade. A preschool program was available but it was not administered by the district. The children from the reservation school, which was the Title VII school, attended junior and senior high school in the town.

During the early days of the Indian movement, a consortium of three tribes had received some federal planning monies to conduct a survey of the usage of the Indian languages and the opportunities for those in the educational systems. Subsequently, the tribe served by this project left the consortium and joined with the local district in the collection, editing, creation of an orthography (the language had not had a written form previously), a grammar, a dictionary, and several oral histories and other materials. The funding for most of that work was through Title IV Indian Education Act monies but some funds from Title VII ESEA and Johnson-O'Malley resources were also helpful. Title VII ESEA, at the time of the Study, was used almost exclusively for the bilingual program in the project school. Teacher and aide training was also a major factor in the implementation of the project.

The native language was used to facilitate instruction in the primary grades; native language reading was taught in the upper elementary grades. Writing the native language had a low priority within the goals of the project. The district had a detailed curriculum for the English language arts which was followed closely within the project work. A single text series was utilized throughout the system for the elementary grades with supplementary materials, especially for additional practice in phonics and other word attack skills. Behavioral objectives were stated for each grade and promotion depended upon the achievement of those objectives. The district had also adopted a "preparatory" year between kindergarten and first grade for those children who had not met the readiness requirements of kindergarten; this provided an early reinforcement of the readiness and was reported to be an important component in the high degree of English reading achievement of the children. Further, the district provided combination grades so that children "in between" a grade could continue to progress without being retained or promoted into a grade for which they were not ready.

The instruction in all subjects was extraordinarily well conducted. The teachers and the aides had been well trained and were energetic in their instruction. In the target school, the reading score of 75% of the children were at or above the national norm. The mathematics scores were still below level but a new thrust to improve those was beginning. Native history and culture were taught throughout the elementary program.

The materials produced by the IEA Title IV project were of exceptional quality. A great deal of effort had gone into collecting the materials, validating them with community members, editing them for the appropriate grade, and producing them with excellent art and printing. That effort was especially commendable. The Title IV project also provided some artistic and printing services to three other projects, together with some teacher and aide training. Assistance with the printing of materials for another tribe was tendered as a part of the project agreement with the federal authorities.

The management of the projects was unusually strong. Clear lines of authority had been established and each took assigned responsibilities and completed the tasks with little supervision from the higher positions. Accounting was carefully done, and the records of the projects were kept thoroughly and neatly. No overlapping of authority was discerned and no gaps appeared in the management structure. The school district, through its board and administrators, worked closely with the local Indian community for the completion of the tasks for the projects and for the instruction in the reservation school. The Indian group managed its own affairs through a community meeting structure rather than a tribal council. That cultural component was also used in the parent advisory committee functions; the community met in general session for the necessary considerations. Members were assigned the tasks of subsequently acting as the signatories to the project documents, a worthy compromise between native organizational structure and federal regulations.

The attitudes towards the ESEA Title VII project could not always be separated from the general attitudes about the combination with IEA Title IV and the other funding sources since they were brought together into an integrated whole, although these progams were accounted separately in compliance with federal and state regulations. The attitudes of the Indian people had begun as strong skepticism a decade before but had changed to pride and confidence in the accomplishments of the project. Elementary grades Indian children were unanimously positive about the projects; most secondary students were but some who had not participated in the native language literacy program still held some doubts about the final result. The school staff members were very positive in their attitudes and they cited the enormous improvement in the performance of the children through the activities of the projects. Some doubts were expressed about the advisability of teaching native language reading to primary children and native language writing at any level, but that was a professional judgment rather than a problem of attitude. The Anglo community members had little concrete knowledge about the projects and many were skeptical about teacher reading and writing in the local language. They were proud of the production of the materials, however, and of the high performance of the Indian children.

The ESEA Title VII project, then, in combination with the IEA Title IV project, had in part been responsible for huge strides in the education of the Indian children. Further, the activities had stimulated the entry of many Indian people into linguistics, teaching, and other academic fields. The increase from three certified local Indian teachers in the entire state a decade ago to eighteen in the sample district alone, is an enormous benefit of the projects.

The communities and the personnel were understandably concerned about the possible reductions or eliminations of funds. The district had a low tax base and few possibilities of expanding it. Since the several federal, state, and local funds had been brought together into what the district saw as the best possible combination for the improved education of the Indian children, the concerns were real. Additionally, the development of the orthography, grammar, dictionary, and teaching materials had just been completed shortly before the Study. Many more materials were needed for other grades. The previous investment in this important work would be seriously limited should their funds be removed.

The projects, their management, the materials and the instruction were all of high quality. The early results of the programs showed an important potential for the improvement of the lives of the Indian children. The entire effort was judged commendable and one that might well serve as a model for other Indian projects.

CASE 9

SUPPORTING ASIAN LANGUAGES IN THE HOME, ENGLISH IN THE SCHOOL

I. PROJECT OVERVIEW

This project which serves the Chinese and Korean LEP population is a pull-out program which has been in operation in seven, out of the thirty-seven public schools, in this suburban school district since October of 1979. Prior to the implementation of the project, the district had another Title VII project. This earlier project began in 1969 and operated under Title VII funds until 1979. Unlike the present project, however, this earlier project was an in-class program which served the Hispanic student population. In addition to Title VII funds, this earlier program was also supported by local district funds. At present, bilingual education for the Hispanic students is handled through state and local funds. The project also benefits from state and local funds which are used for materials, bilingual teachers, and some bookkeeping and administrative expenses. There are also teacher aides, funded by the district, for teaching the Chinese and Korean students, in addition to the aides funded under Title VII.

The school district in which the project is located covers an affluent suburban sector of one of the country's largest cities. The district consists of three suburbs which are socio-economically and demographically quite similar. The population of the district is 68,254, and there are 23,456 students in grades K-12 in the district's 37 public schools. Half of the communities served by the district are located within a flat valley and the other half within low foothills. The climate is semi-tropical and semi-arid. The communities are for the most part residential and consist of single and two-story single family homes. The few industries in the area are involved in manufacturing, warehousing, and wholesale. The overall unemployment for the county is 8.3%. This school district is, as noted above, in a particularly affluent residential area, and thus the unemployment rate here is significantly lower (about 2%).

The most recent needs-assessment conducted for the project appeared as part of the 1979-80 evaluation of the project. Need was noted then for additional skilled native language staff in both Korean and Chinese (as well as other proposed project languages such as Japanese), development and/or procurement of more suitable Korean language, and Chinese language materials in math, science, and social studies, for additional teaching space for teacher aides, and for teacher training in sensitivity toward and awareness of student cultures. Since the appearance of this needs assessment, steps have been taken to tackle each of these areas. However, it is reported that serious problems remain in locating and/or developing enough native language materials in content areas and in providing suitable space for teacher aides to work with students.

II. PROJECT CHARACTERISTICS

The project is exclusively a pull-out program; no in-class instruction occurs. The focus of the program is to provide assistance to LEP students in their native language in academic subjects while they learn English. There is almost no instruction about the grammar of the native language nor in reading in the native language. Instead, the emphasis is on rapid and effective transition to communicative competence in English. This emphasis on transition to English is in response to the community which feels that the native language should be taught in the home, and that the role of the schools is to enable the students to learn and achieve in English.

Reading is taught first in English to all students. Students are not taught to read in their native language and are given supplementary materials to read in the native language only if they already knew how to read in this language when they entered the school. The approach of the program to the teaching of English is for listening to precede speaking, and for both of these to precede reading. The emphasis is on learning language skills in a fixed sequence.

In the opinion of the project director, were ESEA Title VII funding to be eliminated, the tutorial aspect of instruction characteristic of the project would remain, but the other aspect of the program would be sharply curtailed or eliminated.

III. PARTICIPANTS

The project serves a total of 131 Chinese- and Korean-speaking students in grades K-6 in seven schools. The breakdown by schools is given in the table below.

School	Grade	No. of students	Languages
I	K	6	Korean & Mandarin
	1	8	Korean & Mandarin
	2	8	Korean & Mandarin
	3	7	Korean & Mandarin
	4	11	Korean & Mandarin
	5	6	Korean & Mandarin
II	K	3	Mandarin
	1	4	Korean & Mandarin
	2	4	Mandarin
	3	6	Korean & Mandarin
	4	5	Korean & Mandarin
	5	5	Korean & Mandarin
	6	4	Korean
III	1	5	Korean & Mandarin
	2	3	Korean
	3	5	Korean & Mandarin
	4	4	Korean & Mandarin
	5	1	Korean
	6	1	Korean

School	Grade	No. of students	Languages
IV	K	1	Mandarin
	1	1	Mandarin
	2	1	Mandarin
	3	2	Cantonese & Mandarin
	4	1	Cantonese
	6	1	Mandarin
V	1	1	Korean
	2	1	Korean
	3	1	Korean
	4	1	Korean
	5	1	Korean
	6	1	Korean
VI	K	4	Korean & Mandarin
	1	6	Korean & Mandarin
	2	4	Korean & Mandarin
	3	3	Mandarin
	4	1	Mandarin
	5	2	Korean & Mandarin
	6	2	Mandarin
VII	2	1	Mandarin
	4	1	Mandarin
	6	2	Mandarin

Most of the students who receive instruction in Mandarin are from Taiwanese families.

The academic achievement of all students in the Title VII program, including the LEP students, was consistantly rated high -- as high as that of the other students in the schools -- by the principals. This was credited to the students having come from affluent families and having already received a good educational background in their native countries prior to entering this school system. The principals also noted the strong emphasis placed by Asian parents on the education of their children. The school system overall has a very low (less 10%) rate of in-migration and out-migration. Thus, this was considered to have little effect on the Title VII project.

IV. PERSONNEL

The project's staff consists of the project director, a secretary, two community liaisons (one for the Korean and one for the Chinese community), and nine teacher aides funded through Title VII. In addition, the activities of the teacher aides are coordinated by a resource teacher and paid through state bilingual funds. There are also teacher aides paid for by the state. Half of the teacher aides are fluent, native speakers of Korean, while the other half are native speakers of Mandarin. Many of the teacher aides are originally from Korea or Taiwan, where some of them were school teachers; others worked in related professions. The project director and resource teacher are Hispanic, and while neither speaks nor reads Korean or Chinese, this appears to have caused no difficulties for the project since their duties are primarily administrative and managerial.

The teacher aides are divided among the seven schools served by the project. Students requiring tutoring are normally taken out of class to another room (in some cases, the cafeteria or merely into the hall) where they work with the aides. In a few cases, arrangements have been worked out for the teacher aide to assist the student in class, but this is generally not favored by the teachers in these schools.

V. PROJECT DEVELOPMENT

Those principally involved in writing the initial application for the project, and in getting the project going were, the assistant superintendent for instruction, the principals of the target schools, the teacher aides, and above all, the Korean and Chinese communities and parents of bilingual students.

Because of their knowledge of the languages and their backgrounds in education, the teacher aides and community liaisons are the ones primarily responsible for selecting the instructional materials for the project. The community liaisons review the materials available from Title VII resource centers, as well as other materials development centers, and the materials available from abroad. They review the potentially relevant materials with the teacher aides, and then make suggestions to the resource teacher. If approved, the materials are then acquired. The staff noted that, at present, the availability of appropriate materials from either here or abroad is a serious problem.

VI. INSTRUCTIONAL COMPONENT

Instruction within the project is handled entirely by the teacher aides. In most cases, instruction is on a pull-out basis, although there are a few instances in which the teacher aides go into the regular classrooms to work with the students. In all cases, however, input from the regular classroom teachers is minimal, and coordination of the instruction by the teacher aide with that of the regular teacher is very haphazard and uneven. A frequent comment by project staff was that the regular classroom teachers did not take the contribution of the teacher aides seriously enough. There were also statements to the effect that regular teachers felt that teacher aides were overstepping their responsibilities and providing too much content instruction.

The program is heavily transitional. While all subjects are taught to the students in their native language until they acquire a command of English, no attempt is made to teach them their native language per se. For example, if a student does not know how to read in the native language, s/he is given oral assistance in the native language, and is taught to read in English and not the native language. Students are exited from the program as soon as they reach grade level in English reading, speaking and listening comprehension.

The seven schools served by the project are all located within a few miles of each other. The project itself is housed at the district instructional services building, which is within a short distance from all of the schools. One difficulty faced by the project has been the inadequacy of the teaching space in which the pull-out instruction must occur in a few of the project schools. In these schools, there is insufficient classroom space (as a result of rapid growth a few years ago in the student enrollment) and pull-out instruction must occasionally take place in the halls or in other not entirely suitable locations. In most of the schools, however, there is a separate room which is reserved for bilingual pull-out instruction.

As noted earlier, there has been some problem in acquiring and/or developing adequate native language materials for the project. As noted by the community liaison staff members (who also serve to a certain extent as resource personnel), the most widely used texts are the Korean language and Chinese language encyclopedias, as well as the bilingual dictionaries. Of the materials which the project does have, the following are those texts most widely used:

Chinese materials

Math Workbooks: Mathematical Reasoning. Hong Kong: Tin Fung Books Co.

Math Training for Children. Hong Kong: Childrens Books.

What We Do When We Grow Up. Hong Kong: Sun Ah Children's Books.

Source Books: Why. When. Where. Hong Kong: Unicorn Books Ltd.

Science "Encyclopedia". Hong Kong.

Stories of Scientific Invention. Hong Kong.

Chinese Nationalities. Hong Kong.

Prehistoric World. Hong Kong.

See and Tell. Hong Kong: Sun Ah Children's Books.

Stories for Children. Hong Kong: Sun Ah Children's Books.

Korean materials

Dong-A's Practice Book: K-6. (mathematics). Seoul; Dong-A Publishing Co.

Encyclopedia of Learning. (social studies). Seoul: Sam Sung Dang.

Concepts in Science: K-6. Seoul: Kum Sung.

Language Arts Series in Korean. Alhambra, CA: National Asian Center for Bilingual Education - Alhambra City Schools and Institute for Intercultural Studies.

VII. STAFF DEVELOPMENT AND TRAINING

Because of the pull-out nature of the project, the focus of training is on the paraprofessional staff (teacher aides), with only limited inservice training in the teaching of English to LEPs being provided to regular classroom teachers. There is also inservice for these teachers on the cultures of the Korean and Chinese students aimed at increasing the understanding by the teachers of the target groups. Teacher aides receive inservice training in the use of bilingual education materials, materials development, and classroom management and instructional techniques. In addition, teacher aides are provided with the opportunity to follow course work for their state bilingual credentials. Inservice training for regular classroom teachers is conducted by the resource teacher and the community liaison person, as is that for teacher aides.

VII. PARENT/COMMUNITY INVOLVEMENT

The description of the Parent Advisory Committee for the project is complicated by the fact that there is a separate Parent Advisory Committee for bilingual education at each school served by the project. These PACs consist of parents representing all of the LEP students in the school, including the Hispanic students. The Chinese and Korean parents represent only a minority of the members on each of these PACs. These school PACs act to fullfil the requirements of all of the bilingual education programs which serve the school, including the state program, Title I, and local programs, as well as Title VII. There is, in addition, a district level Parent Advisory Committeee for Title VII. The PAC meets in two separate sessions: one entirely in Spanish for the Hispanic parents and one in English with translation into other languages for non-Hispanic parents. This latter session serves the parents of students in the project. The membership of the district-level PAC consists of representatives from the school PACs, although all parents are invited to attend sessions.

The one PAC chairperson interviewed found it difficult to speak about the project and community involvement in bilingual education overall in the district. This would appear to be due to a reluctance to generalize from the school his PAC worked with to all schools in the district, to generalize for both the Korean and Chinese communities, and because his PAC dealt with all matters at the school requiring community input and not just bilingual education. He did, however, feel that community support for bilingual education was very high, but that community involvement did not reflect this because of language difficulties and the general belief that the education of the children is the responsibility of the schools and not the community.

IX. PROJECT MANAGEMENT

Students entering the project are all pretested in English. This information is used as part of the process and longitudinal evaluations which the project conducts on a yearly basis. The information from these evaluations is disseminated to district administrative staff and other interested parties. In addition, the project also puts out a yearly press release on the project. Information is disseminated more regularly to the community on an informal basis through the community liaisons and the PAC meetings.

The project director states that she has great control over all aspects of program operation, maintanance, hiring, etc. In fact, the only areas where the school's control was said to be greater than that of the project director were in regulating the student/teacher ratio and in providing support services to students. The significant control exercised by the project director appears in part to be because the project director serves a number of schools in the district, not just one or two, and because the project is pull-out in nature. The district itself is said to exercise little control over the operation of the project.

The general attitude of the community, district staff, and school staffs toward bilingual education is reported to be very good, although it should be noted that this refers to strongly transitional bilingual education. There is a strongly anti-maintenance bilingual education attitude, at least among the Korean and Chinese communities.

X. INTERMEDIATE OUTCOMES

The evidence suggests that the project is doing a very good job of implementing its program as put forth in its initial application, and that the program is essentially responsive to the needs and wishes of the community it serves. Certain short term problems, such as the availability of native language materials and the adequacy of tutoring locations do, however, need to be worked out.

CASE 10

A MODEL OF PARENT/COMMUNITY INVOLVEMENT

I. PROJECT OVERVIEW

The project described in this case was in a school district located in a major Northeastern city of an estimated 1,700,000 people. The unemployment rate in the region was over seven percent. No estimate was available for the Hispanic population, but it was said to be a great deal higher.

Project FELT (Families Education and Learning Together) was begun in 1977 as part of the program at a model bilingual elementary school. The school itself was opened in 1969 as a total bilingual school for grades pre-K through 6, that is, all students attending the school were in the bilingual program. Because of overcrowding, grades 5 and 6 had to be transferred eventually to other schools. Title VII provided funding for this bilingual school for six years beginning in 1969. Under the project entitled Let's Be Amigos, Model A, the school district picked up an increasing portion of the funding each year until it was funding the total program out of its operating budget and some Title I funds. The district followed this same pattern with a number of the programs which were initiated under Title VII. At the time of the site visit, there were bilingual programs in 34 schools and ESL programs in 27 (ESL staff were required to be bilingual). An estimated 9,000 students were involved in these programs. The majority were Spanish-speaking, but various Asian and European languages were also represented.

Project FELT was initiated at the model bilingual school to demonstrate methods and techniques for involving parents in order to reinforce the educational development of their children. The district anticipated five years' funding from Title VII and hoped to continue the project with local funds, although that hope had diminished because of serious financial crises. The model bilingual school served a ghetto neighborhood of predominantly Puerto Rican and Black families. The area was plagued by the problems common to such neighborhoods: deteriorating housing, very high unemployment and crime rates, overcrowding, and high mobility.

Because of the low socio-economic status of most students, the model bilingual school provided various compensatory programs in language arts and math. Intensive ESL was also provided to those students whose English proficiency was very low, frequently those newly arrived from Puerto Rico. Students participating directly in Project FELT received additional instruction during the summer and participated in field trips.

No needs assessment has been completed recently, but the project was evaluated annually. Adjustments were made in the project based on those evaluations.

II. PROJECT CHARACTERISTICS AND GOALS

Project FELT was designed to complement the Let's Be Amigos program at the model bilingual school by involving Hispanic parents in the education of their children. Goals of the project were to improve the academic achievement of limited English proficient students through the involvement of parents in their children's learning experiences and to develop positive self-esteem in LEP students through parent programs geared to enhance the participants' knowledge and appreciation of their origin and heritage. The project provided educational programs for parents to prepare them for coping with their new environment, including instruction in communication skills and basic education as well as workshops in nutrition, family living, consumer education and health. In addition, parents received orientation to community resources, had field trips to cultural, educational and community sites, and were given briefings on the philosophy and goals of bilingual education. Parents observed their children in learning situations, became familiar with the instructional texts and materials used, and worked with teachers in developing instructional packets that could be used at home with the children to reinforce what had been taught in the classroom.

The school which their children attended was opened in 1969 as a totally bilingual school in which bilingual, bicultural instruction was provided to all students. Reading and other content areas were taught first in the students' dominant language, with oral development in the second language. Since this was a maintenance program, Spanish reading instruction was provided even when students were capable of functioning in English. This program received Title VII funds for six years and then was picked up by the district. This pattern of using Title VII to establish new programs which were then integrated in the district budget was expected to be followed with Project FELT when Title VII funding would be ended. Serious fiscal crises facing this large city district were casting some doubt on that expectation, however, at the time of the site visit.

III. PROJECT PARTICIPANTS

Fifty-seven parents and ninety-five students participated in Project FELT's educational program during the summer of 1980. As required by the project's design, these parents and students were all Spanish-speaking. During the 1980-81 school year, 226 adults participated in various courses. These were broken down as follows: 83 in Spanish GED classes, 60 in English GED classes, 100 in ESL classes, 15 in Spanish as a First Language classes and 8 in Spanish as a Second Language classes. Both English-speaking and Spanish-speaking participants were involved in these courses. The school year program included not only parents but other members of the students' families and the school community as well. Enrollment forms indicated that approximately 50 percent were parents, but the forms did not request information which would have allowed the project to ascertain the specific relationships of other participants to children currently enrolled in the school.

The school had an average enrollment of approximately 900 students in pre-K through the fourth grade. According to district statistics for 1979-80, 74.8 percent of them were Spanish-surnamed; 23.1 percent were Black; and 2.1 percent, other. Seventy-six percent of the students were from low income families. The composition of the school had changed rather dramatically since 1969, the year it opened, when the student body was 47.3 percent Spanish-surnamed, 33.2 percent Black, and 19.5 percent other. The percentage of Hispanic students in this district of 230,000 as a whole had been growing steadily from 2.1 percent in 1967 to 5.2 percent in 1975 and 6.7 percent in 1980.

All of the students who lived in the school's attendance area attended the school and were, therefore, automatically participants in the bilingual program. They were assigned to classes according to their language background. A locally developed "ESOL Screening Test" was used to assist in this determination. English-dominant students (including Spanish-surnamed whose first language was English) were assigned to "Anglo" classes while Spanish dominant students were assigned to "Latino" classes. Average class size was 29.5 students. Since this was a maintenance program, there were no procedures for exiting students. Spanish-language instruction was maintained in all grades.

The great majority of the Hispanic students were of Puerto Rican heritage. This factor was one of the elements in the very high mobility rate experienced by this school. The school was said to have a base population of 862 for the 1980-81 school year and had a total of 905 new admissions and drops, a mobility rate of 105 per cent. The principal and administrative assistant emphasized that this definitely did not mean that the entire student body turned over. Some students enrolled and withdrew more than once during the school year. (District statistics indicated that the school had a mobility rate of 50 percent for 1979-80.) Everyone agreed that the mobility rate was much higher among the Puerto Rican students than others. Families were said to enroll their children in September and then take them back to Puerto Rico in December, sometimes for several months, and then return in the spring. Families also moved to other towns or cities with Puerto Rican populations and often returned. In some cases, these moves occurred two or three times during the school year. The school was also located in the southern end of a corridor through which Puerto Rican families in the city had traditionally moved, which was another factor contributing to the transiency. The newly arrived families settled initially in a barrio near downtown and moved farther north as their economic situation improved, ultimately reaching an area near the suburbs.

As would be expected, this high mobility rate had a negative impact on academic achievement. The principal indicated that the performance of the student body as a whole, as well as of the limited English proficient students, in relation to national standards was mixed, with more below than above them. Virtually everyone felt that students who remained in the school from pre-K or K through fourth grade did quite well. Meeting the needs of the more mobile students required special attention to planning and staffing as well as flexibility and creativity on the part of the teachers. The high mobility rate, however, was one of the leading sources of teacher frustration.

IV. PROJECT STAFF

The administrator responsible for all bilingual and ESL programs in the district was the director of foreign language education. Under her were a number of supervisors and coordinators, one of whom had responsibility for the model school and another of whom coordinated the adult education component of Project FELT. The supervisor of the school program played a major role in selecting curriculum materials and in planning and implementing staff development. All of these individuals were bilingual.

The principal of the model school, who was in his eighth year in that position, had been promoted and left the school just prior to the site visit. Fortunately, he was able to make himself available for an interview for this Study. There were two acting principals during the site visit. All of these individuals, as well as the administrative assistant and school secretaries, were monolingual English. The new principal, a Puerto Rican woman, had taken over by the end of the data collection effort in this school. The faculty fell into three general categories: bilingual, Spanish-dominant, and monolingual English. The monolingual teachers were those who were on the faculty prior to the start of the bilingual program and who chose to stay. (As other monolingual staff left, they were replaced by bilingual personnel.) The monolingual teachers taught "Anglo" classes or were specialists in areas such as science and mathematics. The Spanish-dominant teachers taught Latino classes and taught in Spanish only. (Those who were selected to be interviewed had all been teachers in Puerto Rico or a Spanish-speaking country. They were proficient in English, but not completely fluent in all cases.) The bilingual teachers taught either Anglo or Latino classes and taught in either or both language depending upon the instructional situation. Some of the specialists, such as the ESL teachers, were bilingual. Teachers of Anglo and Latino classes were teamed at the various grade levels for second language instruction and, in some cases, for subjects such as social studies. An aide was assigned to each team of teachers. Some aides worked with three or four teachers. Some were monolingual English-speaking, but most were bilingual. Since this school was used as a training site by local colleges and universities, teachers were assisted by student teachers fairly often.

Ten members of the school faculty staffed Project FELT's summer program. They served as resource specialists and developed curriculum for use by parents in working with their children. The latter activity continued through the school year. The principal was the coordinator for the summer program, handling administrative matters related to recruiting and enrollment, etc. The district contributed the time of the project director (director of foreign language education), bilingual supervisor, and the coordinator of the adult education component of the project. Title VII paid for three adult education specialists for the project. Consultants such as a Spanish-speaking psychologist and Spanish speaking physician served as leaders of various workshops conducted for the parents.

A chart illustrating the administrative structure of Project FELT is displayed in Figure 1.

V. PROJECT DEVELOPMENT

Project FELT was an outgrowth of the bilingual program at the model school which was first implemented in 1969. Prior to that year, the district had no formally designated bilingual programs in any of its elementary or secondary schools, but it had had an ESL program for several years. Most instructors in that program were bilingual and provided assistance in the student's native language. The ESL program begain in 1963 with a summer program which included ESL as well as math and language arts in Spanish. The staff went door to door recruiting Spanish-speaking children. Enrollment was only 22 on their first Monday, but grew to 196 by Thursday. Prior to that ESL program, there were special English-for-the-foreign-born teachers who operated out of the special education department since the students were considered linguistically handicapped because they spoke Spanish.

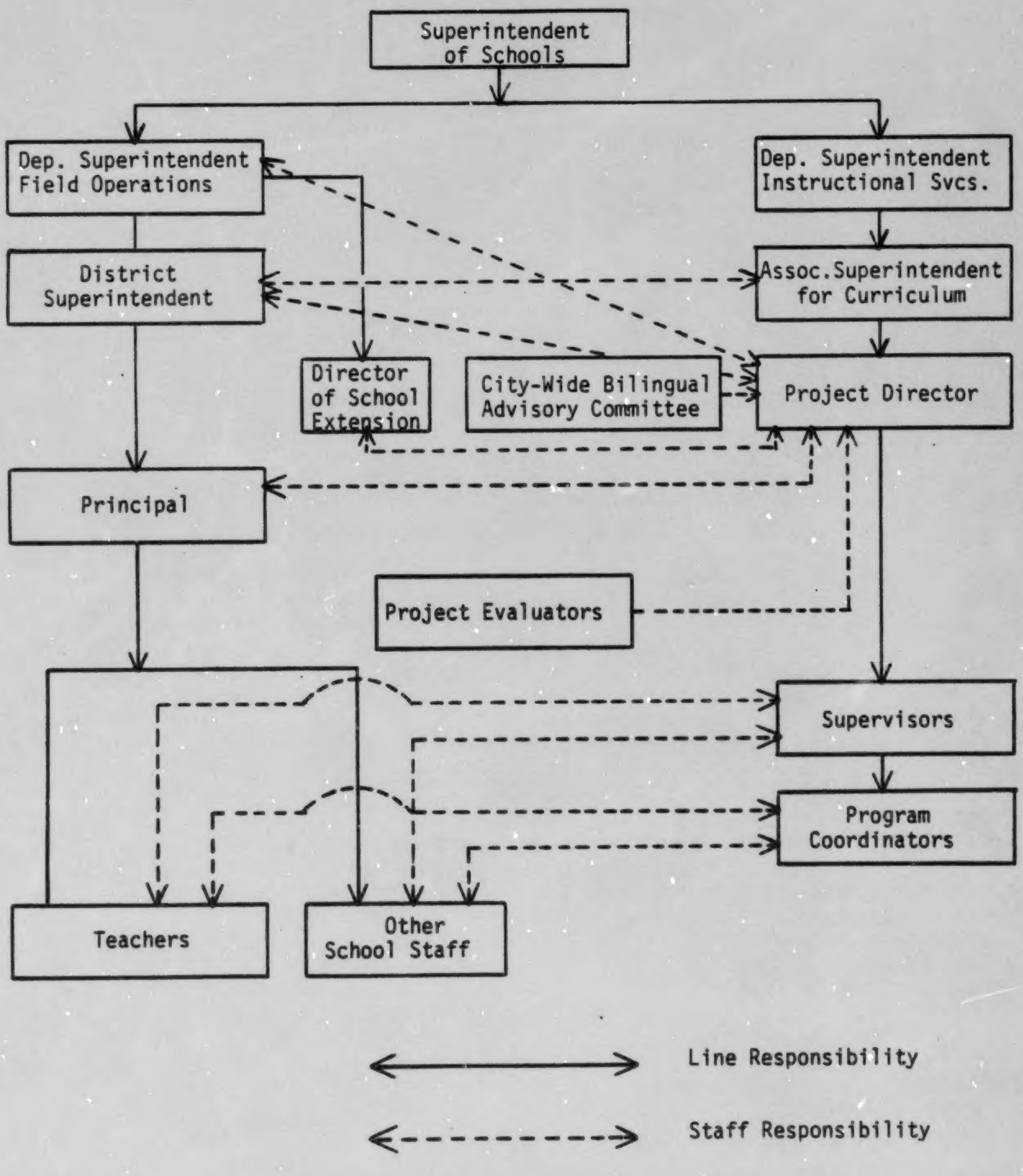
The project director felt they had already learned a great deal from their experiences with the ESL program when Title VII came along. They built on that experience in developing their first Title VII project, Let's Be Amigos. The model bilingual school (designated as Model A) was a component of that project. That school was due to open in 1969 to replace two old buildings in a neighborhood with a growing Spanish-speaking population. A year was spent planning and preparing for the implementation of a total bilingual school. Meetings, including breakfasts and luncheons, were held with the faculty, unions and community. Parents at both old schools had to vote on whether they wanted a bilingual school. Meetings were held in parents' homes to discuss issues and problems. The faculty and unions were assured that jobs would not be threatened. No one was fired, but vacancies were frozen as they occurred and filled with bilingual staff. The principal supported the program completely and was very involved in the planning. His successor, who arrived in 1972, also supported it fully.

The program began with pre-K and K and cycled up to sixth grade. In the first year, there were fifteen students whose parents didn't want them to participate, but by November, they had all changed their minds. It took six years to cycle up to sixth grade, but then the fifth and sixth grades had to be transferred to other schools because of overcrowding.

School district administrators were said to have misconceptions and misgivings about the bilingual program from time to time, but as Title VII funds phased out, the district picked up the costs. After

FIGURE 1

ADMINISTRATIVE STRUCTURE OF PROJECT


Superintendent of Schools
Dep. Superintendent Field Operations
Dep. Superintendent Instructional Svcs.
District Superintendent
Assoc. Superintendent for Curriculum
Director of School Extension
City-Wide Bilingual Advisory Committee
Project Director
Principal
Project Evaluators
Supervisors
Program Coordinators
Teachers
Other School Staff
Line Responsibility
Staff Responsibility

six years, the district funded the entire program from their operating budget and some Title I funds.

As was true of the Let's Be Amigos program, an annual evaluation was built into Project FELT. Adjustments in the program were then made based on the evaluators' findings. Modifications were also made based on suggestions from the participants. Afternoon adult classes were added, for example, to accommodate parents who wanted to be able to attend class while their children were in school and then take the children home at the end of the school day.

VI INSTRUCTIONAL COMPONENT

The objectives of Project FELT, as stated in the second-year evaluation report, were:

- To increase parents' knowledge about bilingual programs.
- To improve the achievement of pupils whose parents participate in the summer and school-year programs on the Inter-American Test of Reading in Spanish (Level 1) and the Stanford Achievement Test of Reading (Level 1) to a statistically significant degree when grade, age, length of residence in an English speaking environment, and years of attendance in a bilingual program are taken into account.
- To improve school attendance of pupils whose parents participate.
- To help parents develop pride in this new environment by providing six workshops dealing with history and culture of Puerto Rico, family relations, domestic arts, consumer education, and drug addiction.
- To provide courses during the day and/or evening during the school year in order to teach communication skills in English or Spanish. At least 15 parents will enroll in each course.
- To provide courses in basic education in English or Spanish leading to the GED diplomas. At least 15 parents will enroll in each course.
- To take parents and children during the summer and school year on field trips to cultural and historic sites.

Project FELT's adult education component did provide afternoon and evening GED classes in English and Spanish, ESL classes, SSL classes and Spanish as a first language classes. The program provided a lot of support and encouragement to participants -- for example, providing a bus and accompanying participants to the college campus where GED tests were given.

The coordinator of this component reported a 90 percent success rate for those taking sections of the GED test in Spanish and 70 percent for the GED test in English. The evaluators reported that the number passing all the tests and receiving a GED had grown each year (nine in the first year, 30 in the second, and 34 in the third).

In addition to the above classes, a series of workshops were conducted for adults. One series focused on family relations and another on family health. Topics included consumer education, cancer and drug abuse prevention, Puerto Rican culture, and domestic arts. Orientation was also given to various community resources. Representatives of colleges, for example, were invited to talk with FELT participants about financial aid. Thirty-seven participants were attending a community college during 1980-81. Participants were also taught practical skills like filling out various forms, including employment applications.

All of the above activities took place during the school year. The goal of all of them was to help parents with their educational needs so that they could in turn assist their children. One of the elements included in the adult classes was an explanation of the children's curriculum, including content and techniques for working with children. During the sumer, parents and children participated in FELT together. The parents were divided into two groups to work with teams of curriculum specialists, one team for grades pre-K through 2 and the other for grades 3 and 4. Parents learned concepts and then worked on curriculum packets which they made and took home. Packets included games, flash cards, and other audio-visual aids to stimulate a child's learning. The staff found that there were some parents who needed instruction in the concepts themselves before they could be expected to help their children. Some, for example, were illiterate. A Spanish enrichment program was developed for them and they attended that in lieu of the packet development activities. Several staff members mentioned the pride felt by a mother who learned to sign her name during the summer program. Staff handled the needs of this type of parent with great sensitivity. They used the same materials with this group as with those who were developing materials so no one would feel they were being singled out. The specialist working with them on literacy and basic mathematics explained that they would need to understand the materials in order to follow up with their children.

Parents also began to observe instruction of their children who were taught by resource specialists who worked with each grade level. Parents watched and listened to activities conducted by the specialists as a rule. Occasionally parents were encouraged to lead groups for a few minutes so they could experience a teacher-like role also. The project evaluators found that language arts were emphasized more than planned and that the specialists were encouraged to try informal and innovative instructional approaches.

Songs, stories, and learning-centered games were used more frequently than they would be during the school year. A number of cultural and educational trips were also conducted for parents and children, some jointly and some separately. Curriculum specialists also took parents to a local library and secured cards for those who didn't have them.

During the first three project years, the curriculum developers provided consultation and assistance to parents on helping their children during the school year. During the fourth year, they devoted their time to refining and completing the various curriculum packets which had been developed. It was hoped that these would be printed and disseminated to all parents of students in the school before the end of the 1980-81 school year. A number of packet materials had been forwarded to the district's Multilingual Instructional Resources Center (MIRC) for final preparation for printing at the time of the site visit.

The MIRC served as a resource for the faculty of the model school as well as the other bilingual and ESL programs in the district. The center contained a circulating library of over 1,500 volumes, teacher reference materials, curriculum materials prepared by teachers in the district, videotapes of demonstration lessons and also held special events. Professionals at MIRC were also available to assist with the production of curriculum materials. Supplies of the texts and other materials used at the model bilingual school were kept on hand at the center.

Major texts used for instruction in the Spanish language were the Laidlaw Brothers basic reading series, Matematica Para La Educacion Primaria (a Latin American translation of an Addison-Wesley Text), Hablemos, Ninos (a locally developed series for SSL). For social studies, the program followed the district curriculum guide, but supplemented it with materials about and from Puerto Rico. In the past, the district developed a good deal of supplementary materials in the areas of Spanish as a first language, ESL, SSL, and Puerto Rican history and culture in both Spanish and English. These were also available for use at the model school.

The instructional approach at the model school was to place children in either Anglo or Latino classes, depending upon whether they were English- or Spanish-dominant. Initially, children spent 90 percent of their class time learning in their dominant language and ten percent learning their second language. Depending on their needs, children also received intensive ESL, remedial reading, and mathematics. Children also received some instruction from monolingual specialist teachers in subjects such as science, art, and physical education. The design called for Anglo students to continue learning all their subjects in English plus Spanish as a second language. Teachers and aides mentioned that some of these students had learned to speak Spanish as well as native speakers. The Latino students were to begin reading in English in mid-second grade and learning mathematics in English in the third grade. For fourth grade, they were to receive all instruction in English and maintain reading in Spanish. Since the model school covered only pre-K through 4, all students transferred to other schools for fifth grade. Most of the staff felt this design worked very well for students who began at the school in kindergarten and remained for at least two or three years, if not all the way through the fourth grade. A lot of adjustments had to be made, however, for the large number of mobile students. Most Spanish-speaking did not begin reading in English until the end of the second or early third grade, for example. During the site visit, one third grade was observed where all instruction was done in Spanish except for one period of English language arts provided by the monolingual English member of the teacher team. Faculty members who were interviewed mentioned examples of students who attended no school while they spent the winter in Puerto Rico and were well below their grade level when they returned to the model school in the spring. The school also enrolled students in the third and fourth grade who were monolingual Spanish speakers. Examples were also cited of nine and eleven year olds who had never attended school prior to enrolling here. Obviously, these students could not make the transition to English as envisioned in the model design. Intensive ESL and remedial instruction in Spanish had to be provided for them at the model school as well as follow-up ESL or bilingual instruction when they went on to other schools for the fifth grade, if necessary.

The building which housed the model school was relatively new, having opened in 1969, and was designed to facilitate the team teaching approach. The Anglo and Latino classes which were matched usually occupied adjoining rooms with sliding dividers. Children then moved from one room to the next to receive instruction from the English-dominant or Spanish-dominant member of the teacher team. There was a large cafeteria and well-equipped media center which contained both English and Spanish language materials. The building was well lit and regular classrooms were spacious enough to accommodate learning centers. Because of the open design, noise could be a problem. However, some of the rooms used by specialist teachers were rather small and a bit crowded with furniture. The FELT program used the community room, cafeteria, and teachers' lounges for its afternoon and evening classes. The art work, bulletin boards, notices, etc., reflected the bilingual nature of the school and the racial and ethnic groups of the community which it served.

VII. STAFF DEVELOPMENT AND TRAINING

Staff development and training were not major components of the Title VII funded Project FELT. The district and its bilingual program provided opportunities for both formal and informal education to the professional staff. Systemwide workshops were offered at the school. Since contracts required that staff be paid for compulsory training, attendance at after-school workshops was voluntary. Seminars were offered for master's equivalency credit as part of leadership development courses approved by the SEA. In addition, seminars on methods of teaching ESL were offered periodically and a course on functional Spanish for the classroom (SSL) was offered every fall, spring and summer. The bilingual program supervisor also provided on-the-job training to teachers.

Para-professionals were permitted to attend any of the workshops for the professionals and any district-wide ones designed for them. Although aides were encouraged to continue their education, there were no funds to pay for that. Aides at the model school indicated that they had had regular conferences with the on-site bilingual coordinator in the past. The coordinator, however, had been on leave for much of the 1980-81 school year because of the terminal illness of her young son. These informal training sessions, therefore, did not occur during that school year.

Staff development was emphasized when the Let's Be Amigos program was first developed. A number of workshops, called bridges of understanding, were conducted for administrators and school staff. English language training was provided to Spanish dominant teachers and SSL courses made available to the monolingual English staff. Since there was a need to develop a large number of native Spanish-speaking teachers for the bilingual program model, the district developed a special certification program in conjunction with a local university and the state department of education. This bilingual teacher training institute sought to identify and train members of the Spanish-speaking community who had the potential to teach in the program. Candidates were individuals who had been teachers in Puerto Rico or Spanish-speaking countries, had completed at least two years of Study beyond high school, and/or had acquired experience through work in community organizations. Trainees participated in intensive summer programs and then received provisional certification to work during the school year. One hundred and twelve trainees successfully completed this program during four years (1969-72). They then pursued undergraduate and graduate degrees at the cooperating university and permanent certification from the state. A number of the faculty at the model bilingual school, including the bilingual supervisor, had participated in the bilingual teacher training institute.

VIII. PARENT/COMMUNITY INVOLVEMENT

The recognition of the need to involve the parents and community in the education of their children was led to the development of Project FELT. The project more than met its objectives for the number of parents to be involved, but staff felt more parents needed to be closer to the project's operations. Parents were not heavily involved as volunteers in the school, but had been involved in decisions about the program. The principal said that parental input was critical to the program design, e.g., determining the percent of time to be spent in Spanish and in English and in adding advanced SSL for Spanish-surnamed students who were English dominant but had some Spanish proficiency. He also pointed out that parents had been strong advocates of the program whenever it was threatened. This was illustrated during the site visit when groups of parents were observed at the school drafting letters to the school board protesting proposed funding cuts which would result in a reduction in bilingual services at the school.

There was no specific advisory committee for FELT. There was a city-wide bilingual advisory committee for all programs serving Hispanic students. According to the chairman, of 100 members, 75 were parents of children in a bilingual program. The committee met once a month on a regular basis, more frequently when required. Meetings were held at a different project school each month. The PAC started as a committee for Puerto Rican affairs which was concerned with adjustment of families to the U.S. culture. Over time it became a strong advocate for and supporter of the bilingual program. When the principal of the model school was promoted, the PAC expressed the parents' strong desires to have a bilingual replacement. Eventually a Puerto Rican woman who had been involved in bilingual education in the city from the beginning was appointed to that position. When bilingual teachers were threatened by teacher layoffs, a group of parents arranged to meet with the superintendent and secured an agreement that bilingual personnel would be considered separately because the qualifications required for their jobs were different from those of monolingual teachers.

IX. PROJECT MANAGEMENT

Project FELT was directed by the director of foreign language education, as were all other bilingual and ESL programs in the district. She had been in that position since the inception of bilingual education in the district and had developed considerable autonomy in most areas directly related to project administration. She indicated she had a great deal of control over materials and supplies, staff development and training, parent and community involvement plans, information dissemination, office operation and program evaluation. Responsibility for other areas was shared with other administrators, especially the principal. These areas related more directly to activities that occurred in the school such as scheduling, provision/maintenance of instructional facilities, coordination of instruction, and evaluation of teachers. Areas such as lesson planning time and teacher/student ratios were covered by union contracts so the project had no control over them.

The principal was seen by project management and the PAC as a key to successful implementation of bilingual education. The model school had been fortunate in having principals who were enthusiastic supporters of the bilingual program. Project management also placed high priority on securing the input and approval of parents and the community. The project director and other staff made themselves accessible to the community and utilized suggestions and recommendations from parents. This effort paid off in strong support in the Hispanic community for the program. Bilingual staff had a good deal of pride in the program and felt this was transferred to the students and the school community. In fact, the model school had over a thousand visitors a year who came to observe and learn.

The district administration had demonstrated support by picking up the cost of bilingual programs as Title VII phased out. That was the plan for Project FELT, but it was placed in doubt by financial problems facing the district. The broader community was not seen as very knowledgeable about the bilingual program, and it was widely assumed that it would not support bilingual education if choices had to be made on what programs to cut.

X. INTERMEDIATE OUTCOMES

Overall, Project FELT was achieving success in implementing its plans. Participation of parents and other community members exceeded levels set in project objectives, and those adults profited from their participation as demonstrated by their performance on GED tests and the numbers who went on to higher education. The project evaluation found that children whose parents participated in FELT achieved better than similar students whose parents did not, and the longer the parents participated, the higher these children's performance was. These students also had better school attendance records but the evaluators could not attribute this definitively to Project FELT since other possible explanations for that record were found when student characteristics were examined.

The bilingual school program had been functioning for almost 12 years and was quite strong. Some faculty members, especially monolingual English speakers, did have some criticisms of the program particularly regarding the amount of time spent in Spanish. Although none felt the program should be ended, some felt it should be modified in certain ways. There was also some evidence of communication breakdown in this large school which might have been attributable to the fact that there were two interim principals in the school before a replacement was appointed for the principal who had been promoted to another position. The school had also been closed twice during the 1980-81 school year by district-wide strikes. Under the circumstances, some difficulties seemed inevitable. Even so, the program was seen as necessary, even by those who wanted to see some modifications. The new principal had already begun to hold staff meetings where a sharing of ideas was encouraged. Staff seemed optimistic about their future role in the program although everyone was apprehensive about possible cuts in funding.

The district had submitted an application for continuing Title VII funding for the fifth year of Project FELT. Project management planned to use that year to consolidate the project and particularly to pull together those elements which could be replicated by other schools. The fifth year was also to be used to finalize plans for institutionalizing Project FELT as the district had done with previous Title VII projects.

CASE 11

USING CABLE TELEVISION FOR INSTRUCTION AND STAFF TRAINING

I. PROJECT OVERVIEW

School year 1980-81 was the first year of this three-year ESEA Title VII Bilingual-Bicultural Education project for the Unified School District, located in a western state.

The city is located 50 miles south of a major metropolitan area. When it incorporated on December 27, 1971, the city had a population of 16,000. One year later, its population had grown to 20,000. Its current population is estimated to be 65,000. Forecasts show that the city's population growth will crest at a community of 240,000 people and is expected to occur late in the decade of the 80's. The city is being developed as a planned community in cooperation with the city and the City Company, a private corporation, which owns and controls over 80,000 acres in the county.

The Unified School District presently consists of 21 K-12 schools (two high schools, one alternative high school, three middle schools, 15 elementary schools) with an additional four schools presently under construction and serving a population of over 14,500 pupils. There are no non-public schools established within the boundaries of the Unified School District. The Unified School District is expanding to keep pace with the residential growth of the community. The Title VII project is designed to provide supplemental services to each new school as it is opened and will accomodate future growth of the school district.

The district operates through a decentralized management model. Each school site manager and his/her faculty share major responsibilities for decision-making, both with respect to curriculum offerings and to fiscal control.

The Unified School District initiated an ESEA Title VII Bilingual Education project in 1973 entitled WESTA which primarily served the Spanish-speaking migrant labor population. However, the first year there was also one classroom in each of the K-6 grades that was Japanese. At the end of the first year, the Japanese population resisted the bilingual education program, and the Spanish population supported it. Beginning the second year, Spanish-English bilingual teachers were hired and the resource teachers dropped. The program was expanded until it now serves pre K-12. The schools served by the WESTA project are feeder schools - one elementary, one junior high and one senior high school. The program is in-class and uses both transitional and maintenance emphases.

The Unified School District's decentralized 2-way television bilingual education project utilizes the extensive communication facilities in the city. The interactive cable television facilities reflect an ongoing commitment to the effective use of communications technology to meet the educational needs of the community at large.

The Unified School District conceived and jointly developed the 2-way Interactive Cable Television System with the community Cablevision Company, a subsidiary of the City Company. The city 2-way television system's first interconnection was between two schools in November 1974. Building on the initial success of the first test, the number of origination sites now operational on a daily basis has grown to 21. At each of these sites is found simple, inexpensive equipment operated by children and adults.

The special capability of the cable television facilities allows for simultaneous, 2-way transmission of video signals on a single cable.

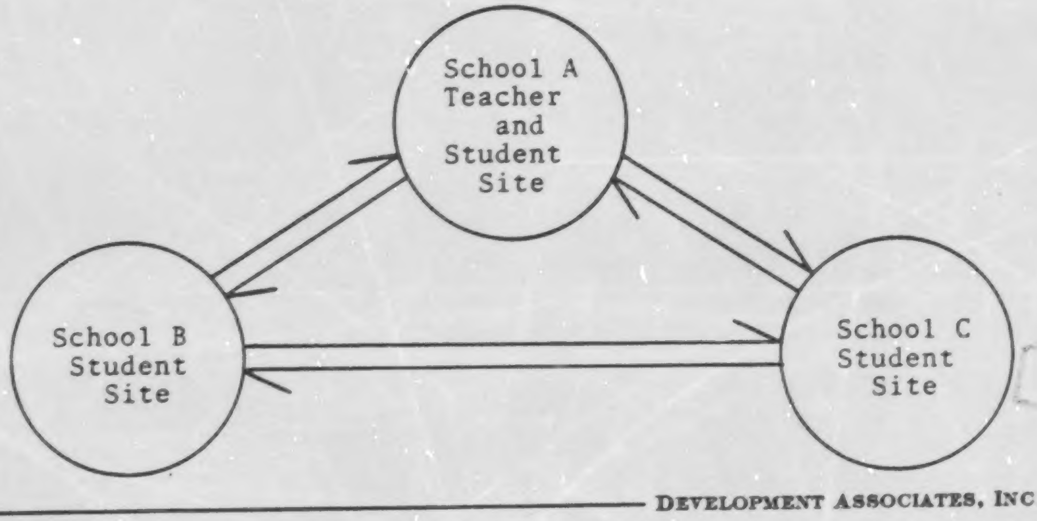
Consistent with the educational policies of the Unified School District, school facilities, including the telecommunications systems, are accessible and open for community use and participation. Other origination points available to the community include City Hall, the state university, the County Branch Library in the city and the offices of the cable operator, located in Sandy Hill.

While the Unified School District has contracted for the exclusive use of two channels on the 30 channel system, a third, public access channel has been dedicated by the cable operator (in compliance with state law) for use by the community. The channel can be seen in all homes subscribing to the CATV service. Viewer participation via telephone is encouraged during live programming.

II. PROJECT CHARACTERISTICS AND GOALS

The project utilizes a 2-way Interactive Video system which is diagrammed and explained below.

Instruction Via 2-Way Interactive Video



The diagram shows how a lesson is conducted via the 2-way Interactive Video system. Each site has 2-way interactive television capability which includes two television sets, one camera and one signal transmitter. The 2-way video system allows users to transmit their own video signal while receiving another or, alternatively, to receive two video signals from distant schools. The system permits users to simultaneously see themselves and the group with whom they are talking, or to view two distant groups conversing and to then join in the conversation when appropriate in the lesson.

If more than two schools are conferencing, the 2-way system allows groups at other school sites to observe the lessons and then to communicate with the schools by using one of the two channels when they are called upon to query or contribute to the discussion. Switching from one school to another is accomplished by oral commands from the users. One school is asked to turn off their signal transmitter to allow another school to use the channel. Using two channels simultaneously in a 21-site switched network allows any two schools the opportunity to communicate while every other site can watch and enter into the discussion when they have something to contribute.

The project utilizes a maximum of four sites for any single lesson. The instructor is at school sites on a rotating basis to assure face-to-face contact with a small group of students grouped according to skills and age, and is in contact with other schools via 2-way Interactive Video. The lesson is directed with the teacher and students listening and interacting in much the same manner as with any lesson in a conventional classroom. Each school has a student aide or instructional aide who has been trained in the use of the 2-way Interactive Video system and in techniques of cross-age tutoring. The aide operates the camera for the students and assists the instructor with appropriate reinforcement activities for students located at each of the remote sites.

If sites not actively participating in the 2-way interactive lessons wish to only observe and listen, they may do so simply by tuning in their televisions to the appropriate channels.

The project goals for 1980-1983 are as follows:

- To facilitate English fluency in all areas - listening, speaking, reading and writing.
- To provide supplemental bilingual support in content areas in the participating LEP students' native language as necessary for students to progress academically while acquiring English fluency.
- To enhance cross-cultural understanding and bicultural skills to both LEP and non-LEP students.
- To improve home-school communication and to assist parents in acquiring skills necessary to reinforce their children's learning experiences.

- To provide staff training activities which will build the ongoing capacity of the district to serve LEP students.
- To acquire, develop, and disseminate materials which will increase the capacity of the district to carry out the services after funding.
- To direct these goals toward increasing LEP students' self-concept and motivation, and ability to participate fully in all school activities.
- To enable the district to assume fiscal responsibility for the bilingual program by seeking out, utilizing and evaluating local and state resources and by proving the efficiency of the local delivery system.

In addition, the Unified School District developed 1980-81 goals for LEP/NEP programs as follows:

- By June 1981, district staff will review, evaluate and update as appropriate the curriculum, programs, materials, and systems related to English as a second language instruction and primary language support acting on input from community, staff, and administrative groups, as reported to the Board of Education.
- By June 1981, the district and its schools will implement the mandates of state and federal laws, regulations, and programs for LEP/NEP students as indicated in each school's educational plan and/or each student's bilingual individual learning program (BILP).
- By June 1981, the district and its schools will develop a plan for providing LEP/NEP students with skills in English and content areas which are prerequisites for passing district proficiencies as indicated in each school's educational plan and/or each student's bilingual individual learning program (BILP).
- By March 1981, a district staff will provide sites with supplemental ESL (English as a second language) instruction based on the San Diego ESL Continuum via the Interactive Video system, as indicated by video schedules and attendance surveys.
- By June 1981, as needs related to LEP/NEP students are identified, district staff will provide staff development workshops, technical assistance, and conference information for classified and certified personnel as indicated in district records.

III. PROJECT PARTICIPANTS

Limited English Proficient (LEP) students are identified through a process which includes the following:

- California State Mandated Home Language Survey;
- Language Assessment Battery (LAB) by McGraw-Hill;

- California Test of Basic Skills; and
- School Advisement.

The state department of education's approved Home Language Survey is sent annually to parents of all pupils in the schools. All students whose parents indicate a language other than English are individually tested with the Language Assessment Battery for English speaking, understanding, reading and writing skills (McGraw-Hill). Those whose scores fall in the LES/NES category are considered LEP.

The state test of basic skills was administered to Unified School District students in grades K-8 and 10 in February, 1980. A statistical analysis of student performance showed that those LEP students examined by the test (not all LEP students were able to take the English language version of the reading and language arts section) performed lower than the total student population in reading and language arts.

In assessing the nature of the identified LEP population the following were relevant factors:

- Students have well-developed native languages appropriate for their age and grade levels.
- A significant number of these students attend weekend classes which teach native language, culture, and/or content in the native language.
- Students come from middle to upper-middle class socio-economic groups.
- Students have had excellent readiness and educational experiences in their native languages.
- Students have relatively positive images of themselves and of their cultures.
- Students have had relatively positive experiences in the dominant culture and have relatively positive attitudes towards the dominant culture.

Fourteen schools with a total of 218 LEP students, representing 24 languages, participated in the project. Languages represented were Korean, Japanese, Chinese, Vietnamese, Spanish, Farsi, Pilipino, Portuguese, Hindi, Armenian, German, Dutch, Danish, Arabic, Thai, Turkish, French, Hebrew, Russian, Italian, Pakistani, Samoan, Chamorro, and Lebanese.

IV. PROGRAM DEVELOPMENT

In 1973, the Unified School District initiated an ESEA Title VII Bilingual program to primarily serve the Spanish-speaking migrant labor population. Initially, the Japanese linguistic group was also served. However, the Japanese community favored total immersion in the English language. As a result, the program began serving only Spanish-speaking students.

In 1978-79, the industrial development of the city precipitated an influx of European and Asian engineers and technicians with their families, which in turn moved diverse multilingual, multicultural groups into the school district.

The project director and superintendent were among the first to recognize the potential of the existing communications network for serving this multilingual, multicultural LEP student population.

The first six months of the project were devoted to planning the project and materials development. Actual instruction began in February 1981, with two bilingual/bicultural resource teachers and seven bilingual teacher aides.

V. INSTRUCTIONAL COMPONENT

Given the rather unique factors of the LEP student population, the project selected a mainstream approach which is based on English as a second language, with support in the primary language in content areas applied to the extent necessary to allow children to achieve competence in the English language. This is accompanied by a parent education program and student activities to foster cross-cultural understanding between LEP and non-LEP learners.

This approach was chosen based on the following research:

- James Cummins' findings that acquisition of a second language is dependent on the sound development of the native language, and that sound native language development is a viable prerequisite to acquiring a second language.
- Richard Tucker's findings that socio-economic status, self-image, and educational background should be factors in selecting an appropriate approach for addressing LEP students.
- Stephen Krashen's theory that the kinds of feelings ("affective filter") students have toward the culture of the "target" language (English, in our case) is related to how willing students are to involve themselves in acquiring the new language and is strongly correlated to subsequent success in learning.
- Rand Corporation's "Federal Programs Supporting Educational Change" study which included criteria of effective planning strategies for implementing a federal program.

The identified LEP students remain at their neighborhoods schools and are mainstreamed in their regular classrooms. They are geographically dispersed and are not sufficiently concentrated to form natural bilingual classrooms. Sites provide students with the federal and state-mandated bilingual individual learning programs (BILPs) which reflect the approach above.

The ESL instructional component uses strategies to raise normative achievement and affective behavior. The areas of listening, speaking, reading, and writing are sequentially addressed. Students are diagnosed and placed on the San Diego ESL Continua (K-6 or 7-12) and mastery of objectives is assessed on an ongoing basis. Once on the continuum, students are skill-grouped by: primary grades (K-3), upper grades (4-6), middle school grades (7-8), and high school grades (9-12). Site level instruction is continued as well as expanded, if necessary. The supplemental ESL instruction provided under this project and delivered via 2-way Interactive Video follows the same groupings. All instruction utilizes the San Diego Continua's sequence of skills. Teachers' manuals and student activities serve as a framework for other materials that have been keyed to the continua. Unique to this project, the "Natural Approach" to second language acquisition is used to implement and/or adapt the San Diego Continua. This greatly strengthens the critical communication components of the Continua. Key lessons are video-taped for re-use and training purposes.

The Natural Approach emphasizes an evaluational acquisition of sound linguistics and follows the pattern in which the first language is acquired. Its tenets include:

- Listening comprehension (in context) as a prerequisite to oral production;
- Correction by expansion;
- Oral production that is meaningful;
- Focus on communication before form;
- Strong vocabulary development based on students' environment presented with pictures and media;
- Personalized instruction; and
- Speech modeled slightly above students' level (X+1).

Following are the premises for the Natural Approach to Language Teaching:

- Students can acquire grammar without consciously understanding the rules if they hear and understand language used in a real, natural, communicative situation. They will not acquire language doing exercises and drills.
- The most important factor in language acquisition (as opposed to conscious learning) is affectivity: students must feel comfortable interacting with peers and instructor, and unless there is strong group support for every individual in the class, that individual will not acquire a second language.

- Language is best learned if the goals are semantic and communicative, not grammatical. First, the topics for students to discuss should be chosen, and then the necessary structures are selected.

- Listening comprehension is the basis for acquisition of the ability to speak, i.e., students must first learn to comprehend the target language. Students should not be forced to produce until they are affectively ready.

- Vocabulary is the most important factor in learning to comprehend the spoken language. Students must recognize the meaning of a great many words before they will function in another language. Teachers should concentrate on vocabulary using all possible techniques, especially visuals.

- The class hour should consist of a series of communication activities which foster affectivity and motivate the student into express her/himself.

- Correction of student speech errors is not a factor in eventual correctness and impedes classroom communication. Speech errors should be corrected only by natural expansion.

- The students should be taught communication strategies which will allow them to interact outside the classroom with speakers of the target language.

VI. STAFF DEVELOPMENT

At the onset of the project, the resource teachers and project director received intensive training to enhance their skills. The training covered both curriculum and management so that skills and resources were utilized most effectively. Resource teachers' skills as trainers were sharpened, including techniques and methods particularly useful for instruction via 2-way Interactive Video. Skills and resources acquired by the district's Title VII CALFAIA (Spanish/English) project were disseminated, adapted, and expanded to this project's director and resource teachers. This included extensive work done with the Center for Leadership Education of Los Angeles, emphasizing the area of role clarification which was especially valuable for a categorical program operating in a decentralized school district.

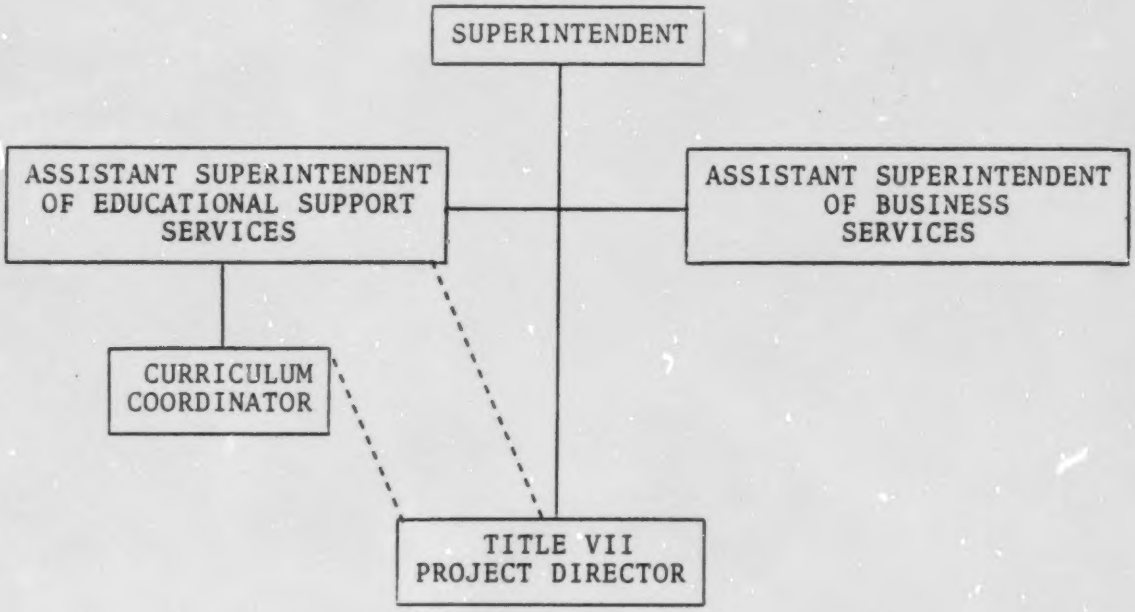
A training needs assessment was conducted (see attached staff development survey) which indicated that the greatest training need was on the use of the San Diego ESL Continua, closely followed by linguistic differences between English and native languages of LEP students, and ESL methodology including the "Natural Approach."

VII. PARENT/COMMUNITY INVOLVEMENT

The primary parent/community involvement seems to be through the community cable television. The lessons can be viewed at home through this medium. Parents visit the classrooms to observe the lessons and methodology, and support the project. The PAC was involved in the application process; however parent attendance at PAC meetings seem to be a problem. Project personnel are interested in increasing parent involvement, especially in the area of parent education.

VIII. PROJECT MANAGEMENT

Shown later is the project organization chart as submitted in the project application. However, in reality, the organizational structure would be similar to the following:

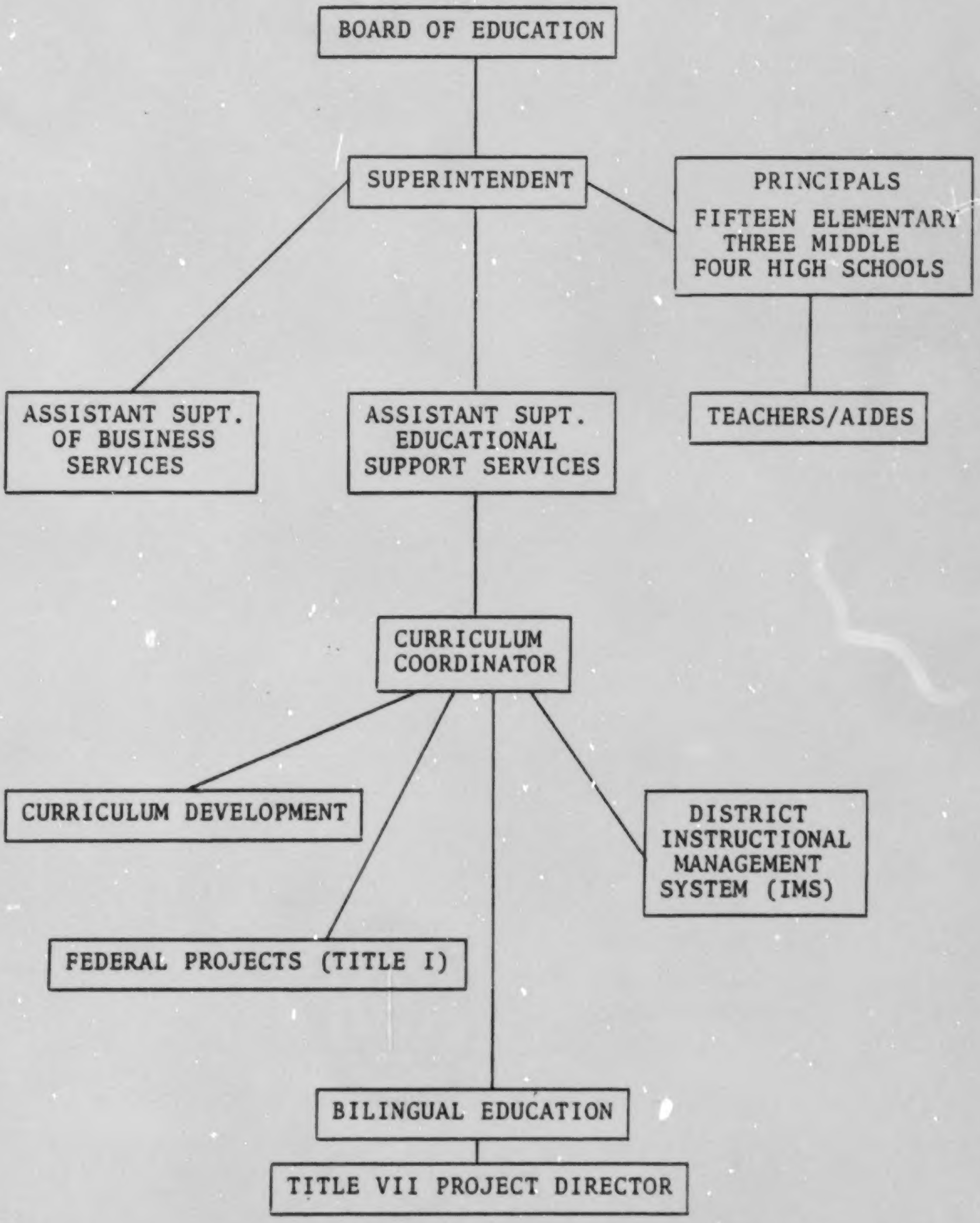

SUPERINTENDENT
ASSISTANT SUPERINTENDENT OF EDUCATIONAL SUPPORT SERVICES
ASSISTANT SUPERINTENDENT OF BUSINESS SERVICES
CURRICULUM COORDINATOR
TITLE VII PROJECT DIRECTOR

In this arrangement, the project director reports directly to the superintendent, with the curriculum coordinator and assistant superintendent of educational support services serving in more of an advisory capacity with some oversight functions and little authority.

IX. INTERMEDIATE OUTCOMES

The Multilingual/Multicultural Project is an excellent example of the use of modern technology in meeting the educational needs of the LEP/NEP student population. This population is geographically dispersed throughout the community, resulting in insufficient numbers of students at any one school to establish a traditional bilingual education program. Therefore, the 2-way Interactive Television System is, in effect, a "transportation" system. Instead of transporting students (at great expense and perhaps in violation of desegregation laws), instruction is transported to the students via the Community Cable Television System.

ORGANIZATIONAL CHART
UNIFIED SCHOOL DISTRICT


BOARD OF EDUCATION
SUPERINTENDENT
PRINCIPALS
FIFTEEN ELEMENTARY
THREE MIDDLE
FOUR HIGH SCHOOLS
ASSISTANT SUPT. OF BUSINESS SERVICES
ASSISTANT SUPT. EDUCATIONAL SUPPORT SERVICES
TEACHERS/AIDES
CURRICULUM COORDINATOR
CURRICULUM DEVELOPMENT
DISTRICT INSTRUCTIONAL MANAGEMENT SYSTEM (IMS)
FEDERAL PROJECTS (TITLE I)
BILINGUAL EDUCATION
TITLE VII PROJECT DIRECTOR

TITLE VII STAFF DEVELOPMENT SURVEY

Name LES/NES REPRESENTATIVES School ____________

TALLEY SHEET Date ____________

The following list has been suggested as topics for staff development for staff participating in the Title VII/Video Project. Please help us to identify workshop/inservice priorities by indicating your needs. Use the first columns for your individual needs, the second set of columns for your estimation of staff needs at your building.

Thank you!

1 - Feel competent, not help needed; 2 - Feel competent, but some help needed to keep current in field; 3 - Need help in this area; 4 - Need help, high priority

	Self Needs				Staff Needs			
	1	2	3	4	1	2	3	4
1. Contents of Title VII Plan								
2. Linguistic Differences between English and native languages of LEP students								
3. Use of San Diego ESL Continuum (placement/mastery testing activities, record keeping)								
4. ESL Methodology including the "Natural Approach"								
5. Bilingual Teaching Methodologies								
6. Cultural Heritage of LEP students								
7. Effective home-school communications								
8. How to work with aides, tutors and volunteers								
9. Use of Video/Media Equipment								
10. Other (please describe)								
____________								

CASE 12

INSTITUTIONALIZATION OF AN URBAN HISPANIC PROGRAM

I. PROJECT OVERVIEW

The Bilingual/Bicultural Project began in October 1976 on a five-year funding cycle. It is now in its fifth year, which began in August of 1980. The project is spread out among three elementary schools. Three other schools in the district also participate in another Title VII Bilingual Migrant Program, which was funded for a five-year cycle in 1977. The Bilingual Migrant Program is administered from the same office as the particular Title VII grant which we studied. The resource teacher had responsibilities to the other schools in addition to the three schools specified in the basic grant.

The two schools we visited were Oron Elementary School and Belse Elementary School. Both schools serve grades K-6. The total number of public schools in the district is 43, serving a total of 30,238 students in grades K-12. The population of this county has grown 100% in the last 10 years; it is the fastest growing community in the United States. The county is on the seacoast, mostly flat with scrub woodland. The major base of the economy is agriculture (salad vegetables and flowers). Tourism and fishing are also important. Overall unemployment for the area is 4.9% (figures obtained from the state employment service). No separate figures were available for the Hispanic population.

In addition to the Title VII program, many of the bilingual students also receive other federal benefits, such as free or reduced price meals, and ESOL instruction, and from the state, compensatory education services and basic skills instruction. These instructional services all provide for additional teachers, instruction and materials. Several of the bilingual students also participate in the ESEA Title I and Title I migrant program, and a few benefit from ESAA and Education for the Handicapped.

Because of the fluid lifestyle of many of the students served in the program, the most recent needs assessment, conducted internally, determined that the greatest need was for a restructuring of the instructional model. In the new grant proposal submitted recently, an Achievement Module System was proposed whereby participants in the bilingual education program would have a greater chance of completing a unit of instruction. In addition, the project manager determined that teachers needed training in bilingual education procedures and techniques. In a broader sense, there is a need for internal consistency in testing, evaluating, monitoring and designing curriculum for the bilingual student as (s)he progresses through school, and followup on a student's progress once (s)he leaves the project is needed.

II. PROJECT CHARACTERISTICS AND GOALS

The project has developed its own educational approach, with inclass instruction occurring a majority of the time and regrouping in a semi-departmentalized way for reading in some instances. Also, the teachers' aides, henceforth referred to as tutors, do float between classes on occasion, and on occasion the students are pulled from classes not designated as Title VII classes to receive instruction from a tutor, an ESL teacher, a learning disabilities teacher, etc. In general, the program in the schools adjusts to accommodate the student population as it changes during the year.

Spanish monolingual students are taught reading first in Spanish. Students who are considered LEP receive parallel instruction in Spanish and English reading. English-dominant bilingual students are taught to read in English first, with Spanish introduced at a later date for enrichment. In teaching English to non-English speakers, Spanish is used to explain English grammar.

The schools follow a "no pencil, no paper" policy in kindergarten for the first half of the year to enable the learner to master English in a fixed sequence of skills of listening and speaking first, then reading and writing. At all levels of teaching English to non-English speakers, use is made of mimicry-memorization, repetition and pattern drills. Other content subjects, it was observed, are taught in English and Spanish. LEPs spend a good part of their day at the table on the side with the tutor, receiving instruction that is separate from the regular classroom instruction.

In the event that Title VII funding stops, the school district administrators thought that the basic program of instruction to the children would continue, but other components -- such as procurement of additional materials and staff development -- would cease. The county has institutionalized much of the bilingual education effort began through the federal Title VII projects, and currently several tutors and the project director are paid through the county. There is strong support for bilingual education in the county.

III. PROJECT PARTICIPANTS

The project serves a total of 196 students in grades K-3. We studied two schools serving a total of 139 students in grades K-3. These schools are located near large migrant camps and have the largest concentration of transient Hispanic students in the county. Records show that these two schools have the shortest school year attendance by the transient Hispanic student, with a high (30% and greater) percentage of out-migration. The students come from two ethnic backgrounds: Mexican-American and Puerto-Rican. All of the students are from low-income families. Eighty percent of the Hispanic transients do not graduate from high school, and their average attendance is 60% of the school year. The overall academic achievement of these schools was estimated to be about equal to national standards, while the students in the Title VII programs were estimated to be performing below national standards.

Entrance into the project is determined by scores on the Stanford Achievement Test and the Crane Language Dominance Test. Starting this year, the California Achievement Test and the state Skills Test are replacing the previous tests. These tests are administered by the project's staff. Students who score one standard deviation below the mean are categorized into one of three levels of language proficiency: Spanish-dominant, bilingual, or English-dominant. Parent surveys and resource teacher observations are additional approaches used to determine a student's entry into the program. When a student scores at the mean level of these standardized tests, (s)he is considered proficient and is exited, again with resource teacher recommendations used to augment the score. The project management staff feels that exit criteria ought to be raised in order to give the bilingual student the best chance at succeeding, although students who are exited after showing the first signs of proficiency often fall behind again because help is no longer available to them.

IV. PROJECT PERSONNEL

The project staff consists of the project director, the project manager, one resource teacher, nine tutors (teacher aides) and one secretary. The project director is the only staff member not paid out of Title VII funds. In addition to the Title VII Bilingual/Bicultural Program, this staff also works on the Title VII Bilingual Migrant and district programs in bilingual education. All staff members are bilingual in Spanish and English and are from the same language group as the Title VII students. Because of increasingly large enrollment, the county has hired additional bilingual tutors.

There is one tutor assigned to one class in each grade (K-3) which has the greatest number of LEP students. However, due to increasing enrollments, additional LEP students in other classes either are pulled out to receive instruction in the class where the tutor is assigned, or the tutor will "float" to those classes. None of the teachers interviewed had bilingual certification; two knew some Spanish but didn't use it a lot; and one teacher had had previous experience in bilingual education in another non-Spanish speaking country. One teacher has been attending classes towards a Master's in Bilingual Education, but was told that project money for this had run out this year and had discontinued her courses. Almost all of the tutors paid for by Title VII are attending the community college, and four will graduate with an Associates Degree in Education. Further study at the university is planned. There is currently no state teaching certification program in Bilingual Education. The resource teacher has 16 years of experience in bilingual education, twelve of them in a classroom teacher setting. He was a specialist in curriculum development and teaching techniques in Cuba. He works directly with the tutors, assisting them with the use of materials, techniques and procedures for dealing with specific teaching situations, and instructs them on how to effectively communicate with parents. Another man, who is a member of the Title VII Bilingual Migrant staff, acts as a home-school coordinator. His job is to serve as a liaison between the families of the bilingual students and the schools. By constantly calling on members of the community, he brings information and a sense of concern to them. The people in the community trust him and feel comfortable talking to him, and he in turn tries to help them overcome some of their problems by encouraging them to participate in workshops offered through the local county community college and sponsored by the Title VII project.

V. PROJECT DEVELOPMENT

In the initial stages of the project development, the superintendent of schools was very supportive, such that the project director did not have to compromise on her goals in setting up the project. Other district-level staff, such as the federal research director and the director of elementary education, provided assistance in organizing and setting up the bilingual project office. The tutors also seemed to have contributed a great deal to the ongoing success of the project.

Since the project began, changes in state and federal guidelines have lessened the freedom the project originally had over how they would conduct the program. Specifically, the state minimum competency exam and entry-exit criteria forced the curriculum plans to change to a greater emphasis on teaching English to children at an earlier stage. The project staff feels that these criteria do not allow for flexibility in judging when the child is ready to learn English.

VI. INSTRUCTIONAL COMPONENT

The goals of classroom instruction in the bilingual-bicultural project are in the process of changing. Starting next year, Spanish reading instruction will be more carefully targeted toward those students who are monolingual Spanish-speaking. It is the opinion of the teachers and principals that to teach reading in Spanish to students who already know some English is to encourage a maintenance approach, and they view this to be contrary to the goals of bilingual education in the country. Essentially, instruction by the teacher is done in English, with the tutor providing individual instruction in the same or different subject area. Depending on the level of the student, (s)he either receives instruction along with the rest of the class in such subjects as science and social studies, or may be pulled out to attend extra instruction in ESL or, if judged to have learning disabilities, individual instruction in specific subjects. All extra instruction is done in English with no bilingual aide.

One of the schools is located in a series of trailer units adjacent to a small main building. Students walk a short distance to the cafeteria, etc. Classrooms run in sequence; two first grade classes are divided by a curtain which is partially open for a large part of the day so that LEPs and the tutor are free to move back and forth as necessary. Project classrooms are mixed in with regular classrooms. The materials on bulletin boards and walls in project classrooms are all in English, and indistinguishable from those in the regular classrooms.

The other school is located in a single building with six outdoor corridors laid out one next to the other, with the library at one end and the cafeteria at the other end. Project classrooms are mixed in with the other classrooms and are indistinguishable physically. Again, materials on the bulletin boards and the walls are in English.

The principal texts used in grades K-3 in the project are:

- Bookmark Reading Program, Harcourt, Brace Jovanovich Company, U.S.A. English (used in second grade).
- Keys to Reading, The Economy Company, U.S.A. English (used in second grade).
- Crane Reading System, Crane Publishing Company, U.S.A. Spanish (used in grades K and 1).

All other texts, including mathematics, social studies and science and other instructional materials, are in English. The Spanish texts are kept on a distinctly separate shelf and in a different location in the room from the regular English reading series. No other Spanish reading materials were seen.

VII. STAFF DEVELOPMENT AND TRAINING

The project has been successful in implementing some of its staff development plans. The tutors have attended classes at the local community college on a once-a-week basis, and ten tutors will earn their Associates of Arts degree this year. There have been no inservices provided by the project staff this year, but in past years they have reviewed the inservice plans developed by the county and marked which ones are bilingual specific. Teachers are required to attend three days of these workshops at the regional teacher center at the beginning of the year, according to the project director. However, teachers reported they had not received any inservice training for teaching in a bilingual program this year, and that in previous years such training has been spotty. The project staff reported that over the last five years four teachers had received their master's degrees, and four more will receive a master's this year. Fifteen teachers are currently enrolled in language acquisition classes.

VIII. PARENT COMMUNITY INVOLVEMENT

The Parent Advisory Committee as such has held monthly meetings since September, but has not held a meeting in the past two months. The members of the Hispanic community are not comfortable with the idea of being directly involved with school activities or operations, and as a result, volunteering, visits to school, formal parent meetings, etc., are minimal. When the project was started, a group from the Title VII project called PIBE (Parents Involved in Bilingual Education) coordinated with another Title VII project in a neighboring county to present activities, workshops, etc., to parents of Title VII students. They offered a stipend as incentive for involvement, and this year a more local PAC was formed from the parents who had been involved in PIBE activities.

At the time of the visit, members of the community expressed concern about the amount of Spanish the LEP child was using in school. They favored a transitional approach. However, initially community members understood the program to be maintenance. People had strong feelings about teaching children in English and initially thought that the goal of bilingual education was to perpetuate the native language through its use in education. In the past two years, there has been a change in their attitude toward understanding what the Title VII project does.

The chairperson of the PAC was chosen because she knew the Hispanic community well having grown up in one of the Hispanic neighborhoods. Information about meetings, which are conducted in Spanish, is announced at church, on television, passed through word of mouth, and sometimes through letters sent home from school with the children. Topics discussed most frequently this year include issues of communication and how the parent can communicate with the school about their child's education. The school-home coordinator has presented (formally at meetings, and informally at church and home visits) ideas for increasing communication and parent involvement. The parents are hesitant about participating mainly because they feel out of place, insecure, and fearful about visiting the school. Principals at both schools were unaware of the activities of the PAC.

IX. PROJECT MANAGEMENT

The project plans to continue with efforts to involve more parents in program activities. This year is the project's final year; pending refunding, there are plans to continue a strong commitment to staff development and to more carefully monitor, organize and assess the progress of the LEP student. Supplies and materials are also needed, and the project hopes to continue to develop them on a local level.

The project management is shared equally by the project director and the project manager. They consult each other on everything and work as a team. As such, they have a great deal of control over placement criteria and practices, the planning of time spent on bilingual activities, the direct supervision of Title VII staff, including tutors, the procurement of supplies and materials, staff development and training, parent and community involvement plans, student support services, information dissemination, and office operation. They have no control over teacher/student ratios or the evaluation of teachers at the school level, but have some control over the scheduling of classes and the coordination of instruction across grades and programs. Efforts at achieving greater coordination are underway now as the project director visits each Title VII class.

The current staff has been with the project since its beginning, and the project director extends her involvement and commitment to bilingual education through the use of a television station. Besides acting as project director, she has her own television show daily through which she disseminates information on project activities. She is a well-known, respected, and liked person in the community and has succeeded in obtaining political support for bilingual education. The county also has shown strong support for and commitment to bilingual education in recent years and has helped institutionalize much of the Title VII program.

Difficulties the program has had are evident in its somewhat spotty success at implementation. The project has met with some opposition and misunderstanding at the school and community levels. Individuals who were interviewed noted that there are racist attitudes to work around, and a lack of understanding of the bilingual education concepts which the project has advocated.

X. INTERMEDIATE OUTCOMES

Whether or not the project is partially refunded or totally defunded, the commitment to bilingual education will remain in the county. More visibility in the schools on the part of the project staff, especially the resource teachers, would enhance the project. A refinement of the testing and placement procedures would help the credibility of the curriculum. The county area is large and the project therefore difficult to administer in a cohesive way. Nevertheless, its presence has positively affected the students, as is reflected in a reduced dropout rate over the past five years. Improved self-concept, on which the program has had a definite impact, has led to an increase in students' incentives to stay in school.

CASE 13

A SUCCESSFUL PROGRAM IN A HEAVILY MIGRANT, POOR DISTRICT

I. PROGRAM OVERVIEW

This Independent School District's (ISD) Title VII Bilingual-Bicultural Basic Project operates in the only elementary school in the city. The current funding cycle for the Title VII program began in October, 1980 and will end in July, 1981. This is the first year of a three-year grant that is scheduled to end in July of 1983. The initial Title VII grant was awarded in July of 1977 as part of a 'Demonstration Project in Bilingual-Bicultural Education' that ran for three years, ending in June 1980. Other components supplementing the Bilingual-Bicultural Basic Project include the I.S.D. tax levy monies, as well as State Bilingual Program funds. However, state and local funds for bilingual education are quite limited. The state provides $25 per child per year from grades K through 3; and, according to the project director, I.S.D. has a very limited tax base and is one of the poorest school districts in the state. Hence, the Title VII Program is the primary source of funding for the district's bilingual education efforts.

There are only two schools in the district, an elementary school and one recently built high school, with a total student population of 1,989 in all grades. The Bilingual Program is located only in the elementary school and serves grades K through 6. The elementary school is old, in poor condition, and overcrowded having over twice as many students (1,339) as it was designed to hold.

The city is a small rural community with a population of 4,300, and is located along the Mexican border in an agricultural river valley. The economy of this area is based on seasonal crops, primarily vegetables, citrus, and sugar cane. The entire river valley area is economically depressed with no major industry and an unemployment rate of over 16% according to the state employment commission. Since this part of the state is overwhelming Hispanic, the unemployment rate for the bilingual population is also 16%+. This rate probably underestimates the unemployment situation in the area since 75% of the families in the city and surrounding communities are migrant farm laborers and leave whenever work is unavailable locally.

The I.S.D. bilingual program was designed to meet the needs of LEP and non-English-speaking students in first through third grade. In the 1980-81 school year, a total of 225 Mexican-American students were served by the Title VII Program. According to the Superintendent, 75-80% of the target students have migrant farmworker parents. The school district is overwhelmingly Mexican-American, with around a half dozen Anglo students in the elementary school. The project director estimates that over 90% of the students in the district are limited English proficient.

In addition to participating in the bilingual program, virtually all the Title VII students are involved in ESEA Title I (migrant and non-migrant), in the Right-to-Read Program, and in the Free Lunch Program. The superintendent said that 98% of the children in the school district participate in the Lunch Program. Title VII students also participate in Title IV and ESOL Programs. A few students, according to the project director, are involved in the Emergency School Aid and Education for the Handicapped Programs. The district's multiple federal school programs attest to the poverty of the area. From the project director's perspective (he had just been appointed to head the Title VII Program at the time of the interview) as the previous Federal Coordinator for the district's substantial number of federally sponsored programs, there are no significant administrative or student-related problems created by student participation in more than one program at the same time.

However, a few teachers felt that too many instructional services occasionally disrupted the continuity of some students' classroom instruction. The elementary school relies on informal teacher communication to achieve coordination between the various federally provided instructional programs and the regular school curriculum.

The Program's most recent needs-assessment contained in the current Title VII grant application was conducted in May 1980. The needs assessment identified additional instructional staff, classroom space, and funding as the program's most pressing needs. Currently, the district pays the lowest teacher salaries in the state and consequently has a high (30-50%) staff turnover each year. The elementary school which was designed for 600 students now holds over 1,300; moreover, at least 75% of the area's population receives some form of public assistance. Hence, the city has very little in local funds for the schools and relies heavily on Title VII and other federal monies to provide educational services to its children.

II. PROJECT CHARACTERISTICS AND GOALS

The Bilingual-Bicultural Project provides services to 225 Mexican-American students in grades 1-3. Partly because the city is a staging area for emigrants from Mexico who often stay in the valley for only a brief period before moving further north, and partly because many of the children came from migrant families, the project enrollment is subject to a moderately high mobility rate of 35%. The net effect, however, is a 25% increase in student enrollment versus a loss of 10% due to the factors previously indicated.

The principal described the overall academic achievement of non-Title VII students in his school as about equal to the national average. However, he went on to describe the academic achievement of students in the Program as 'high' or above the national norm.

Entry into the Program is based on multiple indicators and begins with a Home Language Survey. Additionally, each child's English proficiency in reading, writing, and listening comprehension is determined through scores on the Language Assessment Scale (LAS) and the California Achievement Test (CAT). If a student scores at or below 3 (1 is low) on the English segment of the LAS or receives a score equal to or lower than the 40th percentile on the CAT, s/he is considered to be Limited English Proficient and is admitted into the Program. The test results are corroborated by teacher observations. The project director reviews all test scores and other student information before making the final decision about entry into the Program.

Students can exit from the Program when they are able to transfer into English reading at grade level. Other exit criteria include scoring at Level 5 in the English version of the LAS and scoring at or above the 40th percentile on the Language and Reading Subtests of the CAT. As with entry procedures, the project director reviews all test scores, as well as student history and teacher observations before making the final decision.

Project staff include the project director, one resource teacher, seven teacher aides, a secretary, and a community liaison person, all of whom are funded entirely by Title VII. At the time of the site visit, the resource teacher had not been hired yet; however, a candidate for the position had been interviewed and selected to fill this position. Other staffing changes included the resignation of the previous project director just prior to the site visit, on January 7, 1981. The current project director was appointed by the I.S.D. school board the following week on January 13, 1981. The newly designated project director had been the Federal Projects as well as Title I (Migrant) Coordinator for the district prior to joining the Title VII Program.

In the classrooms, the most common teaching pattern was a teacher/teacher aide team. Seven bilingual Title VII classroom teachers worked with seven Title VII aides in the elementary school. These teacher/teacher aide teams were distributed across three first-grade, two second-grade, and two third-grade classrooms. All the teachers and aides are fluent Spanish-English bilinguals. The bilingual program was in self-contained classrooms and had no pull-out components. The bilingual classrooms were mixed with regular English-speaking classrooms within the school building.

IV. PROJECT DEVELOPMENT

Bilingual education began in the city in 1977 when the school district received a three-year grant from ESEA Title VII for a demonstration project in bilingual-bicultural education. This early program was much like the current project, serving the same linguistic population within a self-contained classroom arrangement, and with the same size staff as does the present grant. However, the early demonstration project served 160 kindergarten through second-grade LEP children, unlike the current project, which shifted bilingual instruction from kindergarten and substituted two third-grade classrooms. The current program has also expanded the number of students served from an originally projected 160 to 225. This increase reflects the high degree of overcrowding in the school as well as the influx of large numbers of new, non-English-speaking students into the area.

V. INSTRUCTIONAL COMPONENT

The goal of the Bilingual Education Program in the city is to develop students who are proficient in English and who can successfully transfer into an all-English curriculum. To this end, the bilingual program has chosen an educational approach focusing on individual student needs and using a small group and individualized instructional approach. Project staff and teachers encourage the use of English as much as possible in both classroom instruction and in other school activities. The project director stressed the need not only to teach the non-English-speaking student English but to encourage LEP children to use English in as many settings as possible, especially since the language in the home tended to remain Spanish.

The teachers in the Title VII program tended to be new teachers, with five out of seven having less than three years' experience teaching. The majority of the Title VII teaching staff had been trained in bilingual education, with six of the seven having both elementary and bilingual certification. In terms of their teaching objectives for the limited English proficient student, all teachers who were interviewed said that their teaching objectives did not differ in mathematics, social science, or science from those objectives used for the English proficient student. However, these teachers did agree that LEP students do have special educational and social-emotional needs. These special needs were identified as additional instructional support in reading and language development as well as an accepting, supportive environment in the classroom.

The classes observed reflected problems associated with the high degree of overcrowding in the elementary school and with the deteriorated condition of the school buildings. The classrooms were of medium size, well lit, sparsely equipped and furnished. These rooms were also somewhat noisy due both to construction in the school and to the cramped conditions in the classroom where two groups could be heard simultaneously practicing different lessons.

Overall, there was very little material not of an instructional nature on the classroom walls and bulletin boards. The language of these materials was usually English. The language of instruction was English with Spanish used when a child either did not understand or needed clarification. The only exception to the use of English for instructional purposes was the use of Spanish instruction for those students who were non-English speakers. The focus of the Bilingual Program was to use the native language only until the child can function in academic subjects taught in English. The aides usually provided individualized and small group instruction in

Spanish while the teacher worked with the rest of the class in English. However, in general, little individualized attention for the students was possible given the physical conditions and the low teacher/student ratio.

The key texts used in grades 1-3 in the Bilingual Program were as follows:

For English reading:

- The Key to Reading Series. The Economy Co., U.S.A.

For Spanish reading:

- Libro Primero, Segundo de Lectura. La Escuela Nueva, Madrid, Spain.
- School Mathematics Concepts and Skills. Houghton Mifflin Co., U.S.A.

For Social Studies:

- People at Home and Communities and Social Needs: Concepts in Social Science. Laidlaw Brothers, U.S.A.
- Ginn Science Program, Level A. Ginn and Company, U.S.A.

Teachers estimated that other instructional materials in these four areas were approximately 90% in English with about 10% of all these supplementary materials in Spanish. Overall, project staff and teachers agreed that both the quantity and quality of instructional materials was sufficient and expressed no need for any major modifications in this area.

VI. STAFF DEVELOPMENT AND TRAINING

The Title VII Program provided both inservice training and formal educational opportunities for teachers and aides in the Bilingual Program. At the beginning of the school year, the teaching staff is polled to identify their training needs. Consultants specializing in the areas selected for inservice workshops provide the training. The teachers expressed a strong desire for further training in bilingual education and were also interested in workshops in lesson planning, development of learning centers, and in classroom control. The Title VII teaching staff found the inservice sessions valuable and wanted training to be expanded.

Both teachers and aides can take courses toward a master's or a teacher's certification degree at one of the local universities through the Title VII Program. Most of the teaching staff had participated in this formal educational program which pays for up to six college credits per year and includes transportation costs. Title VII aides were especially encouraged to become certified teachers to help the school district with its staffing needs.

VII. PARENT AND COMMUNITY INVOLVEMENT

The objectives of the Parent Advisory Committee (PAC) in the project were to support the Title VII Bilingual Education Program in fund-raising activities and with classroom instruction (in Spanish) in order to help the school and children. To accomplish these objectives, the parents' committee has organized interested parents to volunteer in the school and has disseminated information about the program to the rest of the community. Another PAC activity, according to the committee chairperson, was raising money to support student activities by sponsoring various cultural and social events throughout the school year.

The parents' committee also assists the Title VII program in developing ideas or projects for cultural events for the classroom and had a special program designed to involve parents with their children's education. The PAC chairwoman commented that she and the other committee members found the Title VII program receptive in providing information about the bilingual program's activities in the school. Project staff and parents seemed to have good rapport and communication.

The Title VII program communicates with other parents and the community at large through a project newsletter, and encourages involvement through notes sent home with the children about project activities. The Title VII program also has a community liaison person who arranges and schedules parent participation activities, makes home visits, and assists in utilizing community resources for the program. Additionally, the community liaison person works closely with the parents' committee in disseminating information about the program to parents and the community.

Although parent participation in the school was good, the chairperson felt that the migrant status of many families and the long hours both parents work limited parental involvement with the school. However, the PAC chairperson felt that parents were interested in their children's progress in school and wanted information about their children's education.

The parents' committee was very concerned about the future of Title VII funding for the district and expressed their desire to see the bilingual program continued. Parents felt that the Title VII program has been instrumental in helping their children learn English and receive a good education, especially in light of the limited resources available in the school district.

VIII. PROJECT MANAGEMENT

The implementation objectives for the bilingual education program were developed by the prior project director who resigned in early January of the 1980-81 school year. The new project director administers the daily operations of the Title VII program in keeping with these previously established objectives. These instructional objectives (as contained in the current grant proposal) are as follows:

- The use of the child's native language for instruction in the language arts as well as in the development of concepts in the content areas;
- The development of a systematic program for teaching English as a second language;
- The development of skills and competencies in listening, speaking, reading, writing, and other academic skills in English and in Spanish;
- The reinforcement of the acquisition of academic skills and concepts through a second language, English;
- The attainment of academic success in the different subject areas in Spanish and in English at the same level as other children of the same age;
- The development of a program to facilitate the conceptual growth and improvement of reading and writing skills in English and in Spanish at the same rate as other children of the same age;
- The assurance that pupils develop a positive self-concept;
- The establishment of a scope and sequence order for the teaching of skills in English as a second language, language arts and the content areas in English and in Spanish to pupils of limited English-speaking ability;
- The identification of adequate criteria by which to determine pupils' readiness for the teaching of reading in a second language;
- The orchestration of teaching by planning together to carry out the instructional program for pupils of limited English-speaking ability; and
- The selection of sequential teaching strategies for each subject area.

In addition to these instructional objectives, the Title VII program also has staff development and community involvement objectives. The staff development objectives include promoting internal program stability through decreasing the high turnover rate in both administrative and instructional staff. The project director plans to encourage the school district to increase salaries for teachers and decrease the overcrowded classroom conditions. Other staff development objectives involve a continuation of both, inservice training sessions and formal educational opportunities, at the local college. The community involvement objectives include information dissemination activities, as well as ways to encourage parental and community involvement with the bilingual program.

The project organization chart, Figure 1, presents the formal lines of authority and responsibility between School District and Project staff.

The project director shares control with the school district in the amount of lesson-planning time available to teachers, teacher evaluation, and disciplinary action with students. In all other areas, such as placement criteria and practices, staff development and training, office operation, program evaluation, parent/community involvement plans, and information dissemination, the project director reports exercising a great deal of control.

In this project, the principal is in charge of coordinating the Title VII instructional program with the regular school program. The school system monitors project operations, administrative staff, and project teaching staff. The consensus among those interviewed was that the attitudes of school system administrators, curriculum supervisory personnel, and instructional staff toward the Title VII program and bilingual education were very positive and supportive.

The State Educational Agency (SEA) has provided the bilingual program with assistance in reviewing project operations, and has provided technical assistance in staff development, in implementing the program's instructional component, and in selecting instructional materials. While the Title VII program found this assistance helpful, project staff expressed a need for more technical assistance from the SEA primarily in grant preparation and program evaluation design.

Additional assistance in implementing the Title VII program was received from the superintendent and assistant superintendent of the school district, as well as the school board, all of whom provided initial support and assistance in planning project operations. Project staff agree that the local need for bilingual instruction is so overwhelmingly apparent that both the local community and the school system are extremely supportive of the project staff's efforts to acquire Title VII funding to develop a bilingual program for non-English-speaking and limited English proficient students. The I.S.D. demonstrated its support for the Title VII program by using local and state funds to take over the program's bilingual-bicultural kindergarten classes in 1980-81, thereby allowing the Title VII program to expand into the third grade.

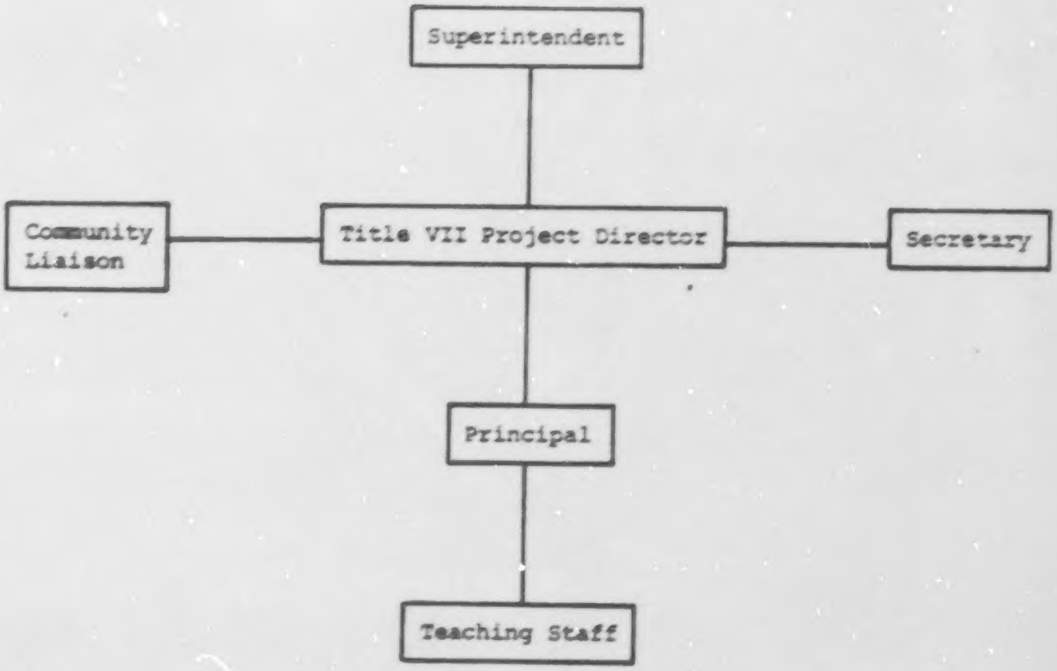
Moreover, the district also pledged to supplement Title VII staff development by providing some additional funds for teacher training when the program's resources for this component are exhausted.

IX. INTERMEDIATE OUTCOMES

The Title VII bilingual program has achieved success in the areas of staff development, and in improving the English language reading skills of its children. Other areas where the bilingual program has had a positive impact are the academic skills, self-image, and

FIGURE 1

PROJECT ORGANIZATION CHART FOR TITLE VII PROGRAM



cultural awareness of the students. The area of greatest impact is in the children's attitude toward school as reflected in a decline in student drop-out rates and a decrease in disciplinary problems.

This project has the basic elements necessary for a successful program, with its trained and certified teachers, concerned and competent new project staff, and sufficient bilingual instructional materials. Internal curriculum planning and monitoring/evaluation issues still need to be addressed. However, if federal funding were to continue, this program could make significant gains in providing a quality education as well as meeting the needs of its limited English proficient students.

CASE 14

USING A LANGUAGE ASSESSMENT CENTER

I. THE STUDY SITE

The sample school district in this case study serves a county in an eastern state that has experienced a steadily increasing growth rate during the past three decades. Earlier, it had been an agricultural county with towns that attracted middle- and upper-class professionals from a nearby metropolitan center. As that city grew, more and more families left it and took up residence in the surrounding counties. As transportation improved, (by including a network of mass transit) the areas further from the metropolitan center became accessible for residences. Apartments and condominiums have been constructed in more recent times, making it possible for families with less means to enter the area.

The major economic base for the area is services to the residents, government agency work, military base employment, and smaller businesses attending special needs of the government entities. Tourism plays a substantial role in the economic life of the community.

The pre-World War II population was essentially Caucasian with a substantial Black minority. During that war, and accelerating afterward, increasing numbers of foreign citizens and immigrants began to move into the area. Generally these individuals lived in scattered towns bordering the metropolitan center. Since these were primarily professionals, they and their children spoke at least some English, attended private schools, or acquired English rapidly, thus creating few instructional difficulties for the public schools.

The first large minority group to take up residence in the county was the Koreans. Many came during and after the Korean War, and appeared to prefer the smaller towns rather than the main city for their residences. These first Koreans were mostly professionals, had often learned English before arriving, and only their children needed assistance. There was a strong sentiment for literacy in both Korean and English within this group. Later immigrant groups from Korea have included many laborers. These often had fewer resources than their professional counterparts and tended to live in apartments, sometimes crowding more than one family into a dwelling space to save money while they were getting started in the U.S. During the past decade, as the earlier families improved their financial standing, that group has moved into nearby neighborhoods, many of them out of the county. Changes in regulations regarding the number of persons that can reside in a given living space, together with increased resources among the latter wave of Korean immigrants, caused some shifts in the residential areas utilized by them, with some moving toward the northern end of the county and others leaving.

A relatively small but active Spanish language group had been in the county for three decades. Again, they tended to be professionals with substantial economic means. They maintained the Spanish language in their homes, however, and wanted their children to do so. These early Spanish speakers were mostly from Central and South America, but with a sprinkling from Puerto Rico and Spain. The Cuban crisis brought increasing numbers from that area, as did the several political upheavals in the Dominican Republic. Mexican-Americans have been a relatively recent addition to the community.

The Vietnam War brought refugees from that country and neighboring Cambodia, Laos, and Thailand. As with the previously discussed groups, many of the early immigrants were professionals or former U.S. government employees in their countries. Among the refugees however, were included a very wide array of occupations, and many of these people were poor. Additionally, the ethnic Chinese in those countries were unwelcome there and joined the refugee flow. Most of these speak either Cantonese or Mandarin but speakers of other languages are also present. The adults spoke the language of the country in which they resided, as did the older children who had attended schools in those areas. One of the major difficulties of the refugee settlement process, as in the previous war years, was that schooling outside the main cities was very limited and many youngsters had had little or no schooling in any language; this applies particularly to the Vietnamese, Cambodians and Laotians, as well as to some of the ethnic Chinese.

At least 30 other languages are spoken by families of students in the county. Arabic, Parsi, Urdu, Hindi, and Portuguese were the only ones with important numbers. The Arabic and Parsi groups were still increasing, in the aftermath of the problems in Afghanistan, Iraq, and Iran. Business and professional families from the Near East are now involved in the economic life of the area.

In the last three years, particularly, many apartment buildings were converted to condominiums. Since many of the recently arrived families did not have the financial resources to purchase, they were forced to seek other housing. This movement, combined with the previously described housing changes, brought about a considerable instability in residential patterns, which, of course, had serious implications for the schools since the moves took many members of these limited English-speaking groups into different school catchment areas. Similarly, as the newer arrivals acquired more English and sufficient training or experience to obtain different employment, the work sites also occasioned transiency in the area.

In general, the residential patterns for the county had been in a state of flux during the past decade and especially during the last five years. There was no evidence that this condition would change in a short period of time. Family transiency and student mobility appeared to be a continuing process in the near future. The earlier Korean and Spanish groups were said to have established themselves economically, and were making progress in the acquisition of English and market skills. Members of the other groups also showed evidence of improvement in their economic and linguistic conditions, and as these occur, residential movement can be expected to continue.

II. THE SCHOOLS

The county district is comprised of twenty elementary, junior high, and high schools. A small net decrease in the number of students had occurred for several years and the decline affected some schools more than others. Some changes in the school drawing areas had been made and the institutionalization of cluster schools for some of the languages helped toward equalization. Still, some schools were more fully utilized than others. The high mobility and transiency, however, inhibited the efforts toward the most favorable use of the facilities.

The school personnel were essentially older family Whites but growing numbers of Blacks and Spanish-speaking teachers were noted. Recent Korean-language university graduates had also become teachers; only a few other language groups were represented on the staffs.

Despite the earlier noted decreases in the school population, the district still served a large number of students. The changes in the population in the communities, with a relatively high increase within the laboring and clerical groups, had caused the financial resources of the district to be strained since their taxable incomes were lower in relationship to the services needed. Further, since special assistance to limited and non-English proficient students requires a greater investment in teachers, aides and materials, the district expenditures were adversely affected as the non-English group increasingly became the larger number of students.

The modified economic structure of the community was partially compensated by the growth of federal assistance to the schools. Title I, Impacted Area Funds, Indochinese Refugee monies, and Title VII had helped with the losses of other revenues. Nevertheless, these had been insufficient when compared with the needs, and the county was investing considerable sums in some of the assistance programs, especially the provision of extra English instruction.

One of the strengths in the district was the long tenure of many of the teachers and administrators. Many held master's degrees or had accumulated many university credits past the baccalaureate. Some had developed specializations needed within the regular program and for the special English services.

The schools appeared well kept, clean and orderly. Little disruption was evidenced in the halls, and the classrooms presented generally disciplined environments conducive to learning. The principals were suitably informed about the students and their needs, expressed concerns for their continued learning, and seemed well versed on population changes in the county. The principal and the teachers appeared to communicate well with one another. The principals and teachers were acquainted with members of the community, including those from the minority groups.

The greatest problems expressed by the personnel were those related to the transiency of the students. After developing and maintaining programs at one site, the district was faced with the difficult decision whether to move existing programs to other places of need, or whether to simply develop new ones elsewhere.

III. THE PROJECT

The district had three Title VII projects: one for a special high school program and two for elementary schools. Each was sought at a different time and for somewhat different objectives, making consolidation of them undesirable from the district's point of view. The major thrust of the three was the special assistance given to limited and non-English proficient students. In addition, Korean and Spanish literacy programs were maintained in some of the schools. Facilitation for learning, but using the pupils' home language, was provided in Vietnamese. The concentration of the other languages was so small in any one school, and scattered across the several grades, that it was not financially feasible to provide instruction in them.

Only one of the three Title VII projects was included in the Study sample. That project operated in three elementary schools and only two of those were sample schools for this national evaluation effort. The two sample schools operated pull-out programs since the number of Spanish speakers was under 20 in each. The third school operated a bilingual Spanish/English program and, additionally, served students from several languages in specialized English acquisition programs.

At one project school, a part-time resource teacher and a full-time aide, both Spanish-speaking, provided the instructional support. At the other, a full-time resource teacher and a full-time aide, again both Spanish-speaking, assisted the pupils. In the non-sample school, four Spanish-speaking bilingual teachers taught essentially self-contained bilingual programs. Aides were available for part of each day in that school.

An important part of the services to limited English proficient students was the language assessment center operated for the entire district. Specialists in language assessment worked full time at the center and they were assisted by Korean, Vietnamese and Spanish specialists from the central office, as well as by aides in the different schools and community members that volunteered their help. The center served as the intake center for new arrivals. The assistance given to parents and pupils at the center as they entered the district was cited as a major aid in introducing them to the U.S. educational system and to the county. Testing in English was a primary function of the center, but testing could also be conducted in some of the other languages. The explanation of the services, provided in the community and cluster schools, helped the parents choose the preferred school and program.

The project management was carried out in the central offices of the district. A project director, funded by both Title VII and local funds, had the primary responsibility for the operation. He spoke Spanish and had a broad knowledge of bilingual education and English acquisition. He was assisted by three language specialists: Korean, Vietnamese and Spanish. Clerical assistance was provided.

The management of the actual implementation of the instruction was shared between the central office staff and the principals at the project schools. They collaborated on the placement of the pupils, the provision of specialized services, as needed and available, and on the scheduling of the services. The resource teacher in each school was of particular help to both the director and the principal, since they knew the schools, facilities, and materials, and could advise them on possible ways to implement the services.

The director also worked closely with the superintendent and the other central office professionals. District accounting services were utilized for the project funds and the same regulations applied across all sources. Regular financial statements were tendered. Coordination between the director of the project and those managing other educational services were important in the allocation of responsibilities, provision of services, and efficient use of funds. Since the specialized English assistance programs were mostly district-funded, collaboration among these officers was essential. Similarly, assistance with the mentally, emotionally and physically handicapped among the limited English proficient students was obtained through the central office specialists.

IV. INSTRUCTION

Two distinct types of instructions are provided though the sample project. In the two schools where the number of students in any grade is too low for a classroom program, but where assistance is still needed, the limited English proficient students are assigned to a English-speaking classroom; some could participate in most of the class activities and others could profit little from them. In both cases, the students were pulled out for special help from the resource teacher and the aide, if they spoke Spanish; those of other languages worked with the resource teacher on special language problems. Students with severe oral/aural English difficulties also attended an English as a second language class or a high-intensity English program. A few were also receiving remedial reading instruction.

The third school had enough Koreans, Vietnamese, and Spanish to provide instruction in those languages. The full literacy program was available only in Korean and Spanish. The Vietnamese students received assistance in their subjects through aides that could explain the materials in Vietnamese.

V. PULL-OUT INSTRUCTION

The children in the pull-out Spanish language program left their regular classrooms, by grade, and went to the resource area. Most of the groups were comprised of two and three students; one combined two grades and had seven students. The resource teacher and the aide had conferred with the regular teacher beforehand to determine the areas in which the students most needed instruction. The program provided mathematics books in Spanish, which followed the same general pattern, but not lesson-for-lesson, as the English mathematics series used in the school. Some texts in the social studies and science were also present although none was used during the observations. The mathematics instruction was conducted in excellent Spanish with all the terms used correctly. Explanations of each type of mathematics problem were given, drills conducted when needed, and the students then worked the problem. Afterward, the problems were discussed with each student, explaining the mathematical functions carried out. At that time, the instructor also reviewed the same terms in English, making direct correlations between the two vocabularies and with the mathematical function.

During one observation session, students from the upper elementary grades who spoke languages other than Spanish and English worked with the resource teacher on social studies. Vocabulary was stressed, concepts explained slowly and in great detail, and the students were asked to verbalize what they had been taught. When two or more students spoke the same language, they were encouraged to help each other. An important feature of this assistance was the help given on subjects, or portions of subjects, the students had been unable to grasp during the regular class period. While none of these students was non-English-speaking, several had not yet acquired sufficient English to progress without considerable help; others were beginning to comprehend the materials with the individual explanations and verbal feedback. The resource teacher and aide knew each student well and the areas in which they needed assistance. The coordination between what was being studied in the pullout and in the regular classrooms was apparent with every group.

The implementation of the Spanish pull-out program included some reading, especially of the textual materials. The students had some reading skills and, with the assistance of the resource teacher and the aide, were improving them. Even though this was not a basic premise of the pull-out program, it served as a vehicle for furthering the students' knowledge of the subject matter, mathematics, by their ability to read. When pupils mispronounced a word or used a word incorrectly, the sentence was written on the board correctly and some practice was given. The Spanish instruction, even though brief, was thorough, including accents, vowel-consonant changes, and sentence construction.

An important strength of the program was the high literacy of the resource teachers and the aides in both English and Spanish. All of them had had university training in Latin America and English training in the United States. They had also had training in teaching English as a second language and conducted those exercises with excellent modeling, frequent drills, and explanations for the patterns. The combination was unusually competent.

VI. BILINGUAL CLASSROOM INSTRUCTION

The third project school served as a cluster school for the Vietnamese and there were substantial numbers in each grade, kindergarten through sixth. Most of the rooms were taught with a monolingual English speaking teacher but with the assistance of Vietnamese aides. This allowed for nearly complete repetitions of the subject matter in both languages through small group instruction. Almost all the aides still had some difficulties with English reproduction, but they understood that language well. While no Vietnamese specialist was available during the observations, subsequent interview information classified all of them as fully literate in Vietnamese. No reading and writing instruction was given during the observations, but some of the older children were said to be able to benefit from the Vietnamese materials present in the classrooms. Some problems were described for a few students whose first language was Chinese and who spoke less than fluent Vietnamese. Generally, these were in the lower grades. Even with these pupils, teaching the subject matter in oral Vietnamese was beneficial -- at least they could explore the vocabularies and concepts in a language they knew better than English. Most of the students were fluent in Vietnamese and participated fully in the small group activities. The aides insisted that the students verbalize a great deal. They also gave the pertinent English vocabulary for the concepts being studied.

The Korean language program was offered as a class that encompassed reading, writing and culture, and that brought students from several classes together. Most of the students appeared to be quite advanced in Korean, with reading and writing skills. A text was provided which combined language arts and the social studies. Many teacher-made materials were also present, and several were used at different times during the instruction.

The Spanish language program also brings students together from different classrooms, approximately on a graded arrangement. Nearly all the observed students were from Central and South America and most of them appeared to be at about grade level in Spanish language arts. Some exceptions were notable, especially some children from Nicaragua and El Salvador, who had apparently lost some learning time during the difficulties in those two countries, and were not working at the same level as their age mates. Again, the teachers were highly literate in English and Spanish and performed well in their instructional functions.

VII. ENGLISH AS A SECOND LANGUAGE

This special training was provided in two ways: in the bilingual classrooms, the teachers incorporated some English as a second language methods and techniques with those students who had arrived recently, or for some other reason had not progressed well enough in oral/aural English. The teachers demonstrated that they had had training in the subject since they, for the most part, modeled carefully, insisted on a great deal of practice, used unison recitation and individual recitations. The materials were from a recently created popular series and appeared to stress the vocabulary, structure and sentence length appropriate for the grade.

A second format was to provide the English as a second language instruction on a pull-out basis, grouping the students by their English ability rather than by grade. Highly trained teachers offered this instruction, utilizing a variety of aids, practice methods, modeling, and tying the oral/aural practice to written materials. While reading was not a direct goal of the program, the use of flash cards, board sentences, and other written versions of what was being studied, helped bring the two forms of the language together.

VIII. HIGH-INTENSITY LANGUAGE TRAINING

A second district program was offered to those students who had acquired a significant amount of English but still experienced difficulties in communications. These classes were very active, utilizing modeling and unison recitation, followed by individual repetitions. Interestingly, some monolingual English speakers were enrolled in this program with the idea of improving their spoken English.

The teachers were well trained and demonstrated a variety of methods and techniques during the classes. The fast moving pace they set gave a great deal of practice during a one-period class. A few written materials were utilized in the instruction but these were auxiliary, mostly to explain the pronunciation or sentence structure. The teachers worked in more than one school and the training was offered on alternate days.

IX. REMEDIAL READING

A number of students that had been limited English proficient were also pulled-out for specialized remedial reading instruction. The groups were small and included others (i.e., English speakers) who needed the help. A considerable array of teaching aids and materials were present in the room, including records, vocabulary lists, remedial reading series and flash cards. Emphasis was placed on acquiring word attack skills and the younger pupils as well as the older ones were assisted mainly by sight word recognition and word recognition within context. The teacher held a special reading certificate and had had much training in the techniques for remedial reading.

The remedial reading teacher also worked some periods with the English as a second language teacher, especially when the students had made considerable progress with their oral/aural English, but were still having difficulty with connecting the sounds to the written form of the language. The collaboration developed a very constructive format for helping students progress from the spoken to the written language.

X. REGULAR ENGLISH INSTRUCTION

Since the pullout pupils were enrolled in a regular English classroom for a portion of every day, the regular instruction was observed briefly to capture the general thrust. The classes used all English texts for language arts and for the several other subjects. Reading was approached phonetically in the lower grades, moving more toward sight reading later. Vocabularies, definitions, meanings, sentence construction, grammar exercises, spelling and writing paragraphs and stories were observed in the several rooms.

All of the rooms utilized group instruction, with the groups ranging from seven to ten students. Generally, the project students were in the lower reading groups, but some were in middle groups for mathematics. The social studies and science classes were tendered to all the students in the room.

The classes were composed of several groups, with minorities making up nearly half in most rooms. Many of these, however, had little or no difficulty with English. No room had more than eleven limited English proficiency students; most had four to seven.

XI. MOBILIZATION OF RESOURCES

Two special features of the situation under which the program was operated were brought out in the general description: students from many language groups were scattered all across the county; and the high mobility of the families and students occasioned important changes in the composition of the language groups in many of its schools. High transiency within the county, into and out of nearby counties, and from other countries, made program planning tenuous and implementation difficult to provide in a continuous pattern.

XII. LANGUAGE PERSPECTIVES

The 1,024 limited English proficient students identified in the fall of 1980-81 were distributed unevenly across the elementary grades, with 207 in kindergarten, 252 in first grade, and declining relatively to only 15 in sixth grade. Three schools contained about 150 each; the others had from 10 to 84. Residential areas provided some concentration of students with the same language, but none was anywhere nearly exclusive to any school.

One of the most important steps taken by the district in order to furnish a higher-quality assistance to these students was to create what is termed cluster schools. Parents were offered the opportunity to leave their children in the community school or to have them bused to the cluster schools. About half the families with pupils of the three target languages -- Spanish, Korean, Vietnamese -- chose the cluster concept.

The creation of the cluster schools allowed the district to concentrate more resources in those plants. Bilingual teachers, bilingual aides, appropriate textual materials, and extra services in English could then be brought to bear. Fortunately, enough certified Korean and Spanish language teachers were available, making it possible to offer bilingual instruction or specialized classes in the languages. Vietnamese, however, presented quite a different problem; almost no certified teachers were found for the classes and this caused the utilization of oral/aural Vietnamese rather than full literacy programs. This was somewhat less serious than it might have been, since many of the pupils had had only a small amount of instruction in the language previously, and some had had none at all. There was little reading and writing skill that could be used to further the English instruction.

As noted earlier, the shifts among the language groups had not ceased and did not appear to be stabilizing. Increasing numbers of Arabic and Farsi speakers, augmented by populations of Khmer and Lao speakers, seemed to be a trend. Certified teachers who speak Arabic and Farsi can probably be found; the chances of finding certifiable Lao and Khmer speaking teachers is remote, since few university graduates entered the migrant stream, and still fewer are currently enrolled in universities in the United States.

While some Vietnamese are now in college, and some came here with degrees, their numbers are still small for the relatively large number of refugees entering from that country. It would appear likely that several years will go by before the supply of bilingual teachers begins to meet the need.

Fluent aides have been available in several of the languages and these have provided the basis for the instruction utilizing those languages. The experience at other districts has shown that even aide support will be difficult in Khmer and Lao, should their numbers continue to grow. However, since an even greater proportion of the students who speak these languages have had no appreciable amount of formal education, concentrating on English instruction for them is likely to be indicated.

The training of potential aides will become of greater and greater importance. When aides are found who are well educated in the regular subjects and who are literate in the languages, they will still probably be deficient in English. Teaching methodologies and special techniques for working with English-speaking teachers, and acquainting them with the resource materials, will be a large undertaking. Further, since many of the present aides, although quite proficient in their work, need additional training in teaching methodologies, the work may well be compounded for some years to come. Some assessment of the availability of the appropriate language aides and the possibilities of training them for teaching should be conducted for any group in which the numbers of students shows a growth trend.

XIII. ENGLISH INSTRUCTION

A significant element of the mobilization of resources was the assessment of student needs in English, the effects of earlier programs on their progress, and the institution of different assistance modes to help them. While there are limitations to the help that can be given due primarily to the concentrations of students in the schools, the district has gone to exceptional lengths to remedy the slow progress of some students.

A major strength of the program, and a part of the strong school and community support for special assistance, was the high achievement of the Koreans in the full biliteracy program. Those students learn speaking, reading, writing, and culture in self-contained classes wherever possible, and with specific language courses at the junior high and high school levels. Despite the change in the occupations of the Korean immigrants, and with a corresponding decrease in the level of Korean literacy, the full program has produced students that not only became literate in Korean but additionally became fully literate in English; as a group, they have scored higher than the monolingual English speakers. That success inclined the district to look toward that same model for the other languages. Only Spanish has had the numbers to create and maintain such a program through bilingual classes. There are also numerous certified teachers in that language.

The other students were enrolled in regular English program classrooms. In those, the regular reading, spelling, and grammar work was conducted utilizing established commercial series. The pupils are thus exposed to, and learn to varying degrees, the materials available for all students. This was of special importance since the district has generally placed the new limited English proficient students in the grade that approximates that for their age. Some regrouping of students by performance level occurred in these, but many students are necessarily still working at a considerable disadvantage. Even regrouping could not account for all the extremely wide differences. The system appeared to be quite positive for the students that have acquired a great deal of English but still were classified as limited in proficiency. Since reading and written language skills were acquired before verbal proficiency, the students could benefit a great deal from inclusion in a regular English classroom.

Another assistance mode was that of teaching a subject in the Native language and bringing students up to a higher skill level while they were learning English. The observed instruction in this mode used Spanish texts, but added the appropriate English vocabulary for the functions and concepts. It was reported that this kind of pull-out assistance had been much more successful with mathematics than with science or social studies. In the observed pull-out programs, students varied a great deal based on their previous education - from none at all for some, to at least the beginning instruction, to a relatively high degree of past learning of that subject in their home countries. These students, too, had to be grouped according to their level of performance in the subject and the amount of literacy they possessed in the language. In most cases, the pull-out program amounted to tutoring, since the numbers were small and the resource teachers and aides coordinated their work closely with that of the teacher in the regular English classroom.

English as a second language was another effort that was reported to be of great help. The observed classes concentrated mostly on oral/aural skills, moving from the concrete to the abstract and following that with sentence practice with word substitution. The upper group used written materials as well, making the direct tie between oral and reading. Only flash cards, sentence strips, and labeled objects were used for the beginning group. The English as a second language instruction was characterized by a high amount of modeling of the words, phrases, and sentences, followed by group and individual repetition, sufficient to bring most of the group to nearly correct pronunciation. The continual modeling/repetition appeared to be efficient for the English acquisition. The combination of that model with the written form of English was a very strong medium for the group with higher English skills.

The high-intensity language training generally provided for those who had gone beyond English as a second language but who still had some difficulties with pronunciation, enunciation, and syntax, provided additional transition into the regular English classroom work.

The high-intensity classes varied considerably in the amount of oral/aural as compared to the combination of that with reading/writing, but generally reproduction was the major thrust. Irregular verb forms, comparative adjectives and adverbs, structural sequence, and statement to question activities comprised most of those observed. The classes contained some monolingual English-speaking students who were experiencing difficulties with those same skills.

Remedial reading was also provided for some of the limited English-speaking students. These tended to be students from grades 3-6, most of whom had made great advances in the oral reproduction of English, but who lacked some of the reading foundation needed for their grade. The word attack approach was combined with sight memorization in order to capitalize on their developmental stages. The classes also contained monolingual students with similar reading problems.

The mobilization of the several assistance modes provided a progression through which the limited, and non-English-speaking pupils could move. Duplication was thus reduced to a minimum, which saved resources; and perhaps more importantly, the students comprehended that they were moving forward through a system.

XIV. FUNDING SOURCES

As was mentioned in several other sections of the Study, the district was combining several funding sources to provide the complete package. Title I, federal impact aid, Title VII, and during some years, Title IVc for materials and library, supplemented what could be paid for from state and district funds. The district attempted to pay for all teachers, whether in the regular classes in which limited English proficiency students were enrolled or for the special English help when possible. The federal funds were most used for aides, language specialists, and materials. Nearly all the special English assistance programs were paid for by the state and district funds.

The creation of the cluster schools for designated languages also represented an efficient mobilization of resources. While not all parents of limited English proficient children chose to send the pupils to the cluster schools, enough did, so that at least some help could be given. Some language groups were more amenable to that procedure, particularly Korean and Vietnamese, and thus bilingual classrooms could be provided. Pull-outs and primary language classes were furnished when the numbers were not great enough for a bilingual classroom and when certified bilingual teachers were not available. The system, even though incomplete because of parental choice, not only allowed for more services to the pupils but it also saved monetary resources since generally an aide or teacher could teach two to twenty students at the same cost. The special English assistance could also then be set up with a full system since there would be enough students to give both English as a second language and high-intensity language training for sufficient numbers to justify the cost.

Finally, the language assessment center represented a highly efficient format for conducting that work as well as for furnishing help to parents as they brought their children into the center. Testing is an expensive proposition and if testers had to be housed in the individual schools or travel extensively from school to school, the costs would have been greater. Further, traveling testers cannot always be available at the exact moment a parent comes in; thus the parent orientation would have been more fragmented and less timely. In addition, some community schools had their optimum enrollment; the opportunity for the language assessment personnel to explain those conditions and describe the advantages to the cluster schools helped even out the enrollment to a considerable degree. Utilization of the facilities was thus more efficient. Perhaps most important of all, the many language groups in the county, at least twenty with sufficient numbers to be of major concern, would have made the testing financially impossible in the individual schools. Through an on-call list of persons that would help, either paid personnel or volunteers, aid or assistance could be given to all the major language groups. By combining the several funds from different sources, the center was maintained as a smoothly operating testing, counseling and referral system.

XV. ATTITUDES TOWARD THE PROJECT

The county was multi-ethnic and multilingual and the personnel felt that that helped as a basis for favorable attitudes toward bilingual education even though research has not always shown that condition to be a contributing factor. Further, the community fully realized that it would likely remain multilingual because of its proximity to many military and other federal agencies. The cosmopolitanism of the area was seen as a contributing factor to the generally favorable attitudes toward the project.

Many district staff members and several community persons noted that the first project in the district, that for the Koreans, had created a substantially positive climate for bilingual education. Those students, particularly those in the first wave, had learned extremely well, as noted previously. Their high success laid a basis for attitudes favorable to bilingual education for other groups. Immigration of Spanish speakers from Central and South America, most often business and professional people, comprised the second effort. Those students, too, generally well educated in their own countries, made very rapid progress in the bilingual system and helped create a positive attitude.

In neither of the two earliest programs were the numbers very great when seen as part of county enrollment as a whole. The later immigrations of persons from the Caribbean were large and they became more visible. Subsequently, the Indochinese refugees, although few at the beginning, increased very rapidly. When those were combined with the others from many countries, the impact on the communities and the school system was much greater. The educational level and the occupations also changed during this time with workers and their children making up the bulk of the immigrations. Some of these children had little or no education in their own country and thus they presented a very different set of problems for the schools. The worker population contended with the laborers already in those occupations for jobs. Their arrival and entry into the schools were viewed from a different perspective than from the earlier immigrations.

Many community members within the blue collar occupations expressed opposition to the immigrations and to bilingual education. They emphasized that "English is American," and that "they shouldn't have come here if they didn't want to learn English." The business and professional community members interviewed, however, were much more inclined to be positive. They often had reservations about the schools generally and were especially concerned with what they saw as the lowered achievement of all pupils. Several pointed with pride to the Korean program and suggested that bilingual education can work. That the community had voted extra taxation to support portions of the services seemed pretty solid evidence of favorable attitudes toward the project.

The school administration members interviewed seemed genuinely interested and favorable. They expressed many kinds of concerns because they had gone through four years of changing populations in the individual schools, high transiency, and the need to furnish more resources than previously. Only in one case, however, were there expressions of opposition to bilingual education per se. And those were tempered with a recognition of the changes that had taken place in the educational levels of the arriving students.

The non-program teachers held mixed reactions to the project. Some, especially in those schools where the bilingual aides helped directly with those classroom activities in which the children were having difficulty, tended to be quite favorable. The enrollments in their rooms were reportedly large and they appreciated the tutorial or small group teaching that they saw as helping the students to come closer to level. Some teachers, however, were opposed to bilingual education. They most often cited how many of the LEP children were below grade level, how many pupils they received who still had trouble with English, and they alleged that the numbers had increased to such a point that it was slowing down the progress of the regular students. Those teachers, and many of the others, had one concern that was repeatedly voiced: there were too many pull-outs for various reasons, making it quite difficult to maintain the classes in a steady progression in the required subjects. The administrators recognized this problem but found no other way to provide the services.

The attitudes of the parents varied a great deal. As formerly noted, the Korean parents were strong supporters of the bilingual program. A fairly active Spanish-speaking group also had given considerable assistance at different times. The Vietnamese, Cambodians, and Laotians were of the opinion that they should not "interfere" with the school or the teachers in the conduct of their duties. The Chinese held similar attitudes. One important evidence of parental support was the parent-teacher organization at one school which was offering free classes in Spanish and French immediately after the school day. The organization totally financed the project.

XVI. SUMMARY

The sample county school system had gone from nearly no non-English-speaking pupils to scattered individuals, mostly quite well educated in their own country, to the very successful Korean program, an extension into Spanish, and then into an era when limited English speakers made up a very high proportion of the district's enrollment. Further, the most recent immigrations had brought laborers' children, often with much less education and, in the case of the Indochinese groups, many students with no previous education. While that historical perspective would often be a negative aspect, the success of the Korean and the early Spanish programs laid a basis for more positive attitudes.

The program administration was of very low cost to the federal government. Most of the teachers, too, were not paid from federal funds. The aides, special materials, and some of the specialists for the program were Title VII-funded. The very low-cost project, when combined with other federally funded programs and those paid for by the state and district, combined for the provision of considerable assistance to the limited English-speaking population. The transiency and residence changes had made extreme difficulties for the provision of services. Nevertheless, the project continued to serve all those it could by adopting new approaches to educating these children and/or adapting some approaches found successful elsewhere. The combined bilingual classroom/pullouts, English as a second language, and high-intensity language training were combined into a system for progression through the skills.

The teaching personnel were unusually competent; they spoke the primary language of the pupils, for the most part were highly literate in that language and in English, and knew how to teach both small and large groups within the several models included in the program. The special English programs were also characterized by having well-trained teachers. All of the full-time teachers were certified in the state, which had no special bilingual certificate. Necessarily, the aides in the Indochinese languages who had had less time in the United States for the improvement of their English, were hired for their ability to teach in the Native language. Inservice and courses at nearby universities had helped aides and teachers learn more about the languages, English and teaching methods.

The attitudes toward the program were mixed, with business and professional people more positive than laborers. The latter group tended to consider the competition for jobs with the question of bilingual education. Koreans were very positive; the Indochinese and Spanish generally felt that the schools were outside their responsibilities and although most of them want the program, they would make few statements directly related to the conduct of the project. Non-program teachers and one administrator had reservations about the program; the attitudes of these and some of the community members were intermingled with what they believed to be a general lessening of educational quality and with some feeling that bilingual education had contributed to it.

Table 1 shows the distributions of children in different language groups, and Figure 1 is an organizational chart of the project.

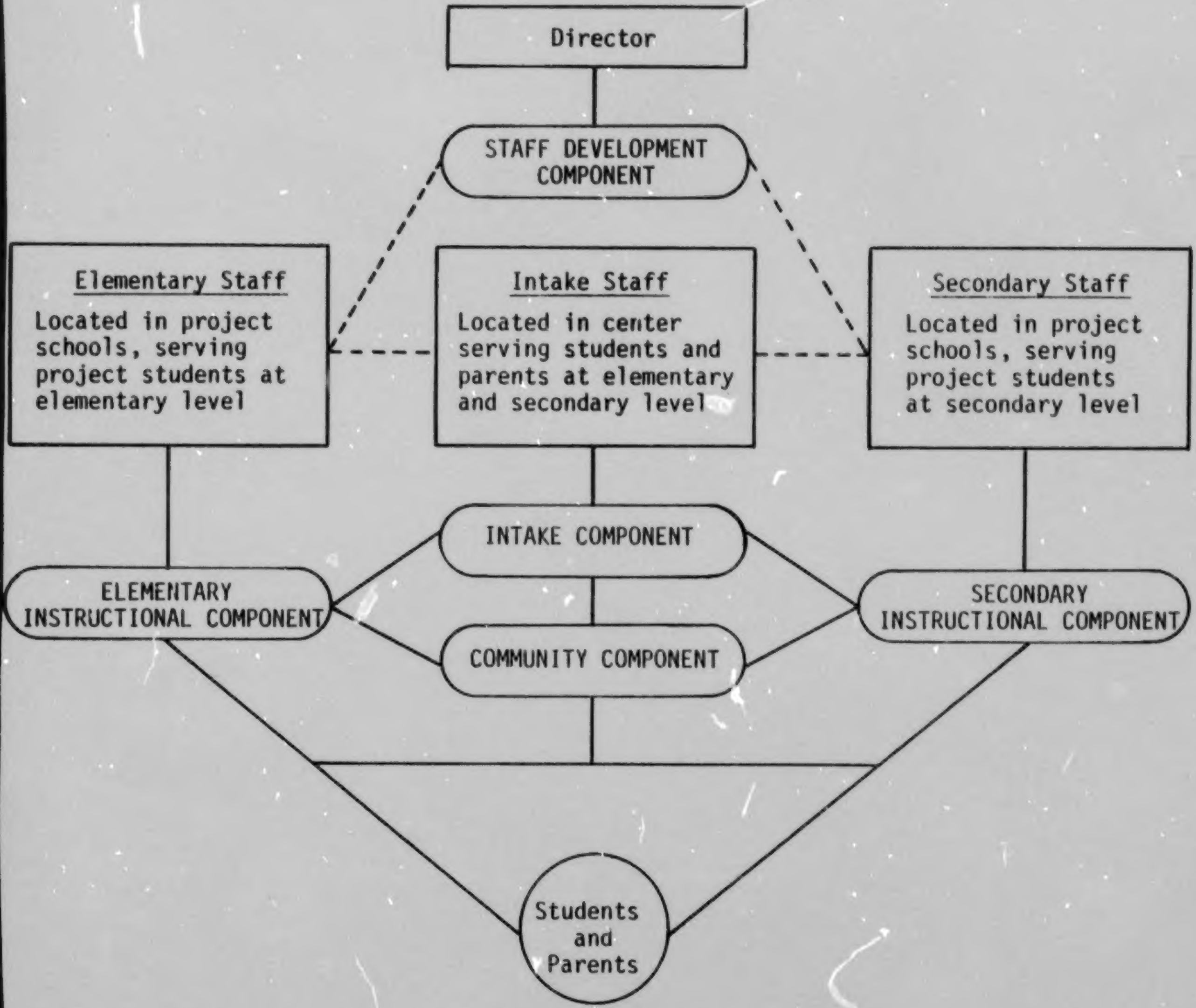
Table 1

PROFILE OF LIMITED ENGLISH PROFICIENCY POPULATION IN THE ELEMENTARY SCHOOLS BY LANGUAGE GROUP AS REPORTED BY STUDENT OR PARENT 1980-1981

	School Number																				
Language	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	Total
Spanish	3	9	13	24	33	30	15	16	4	79	12	5	2	26	*	11	9	3		12	306
Vietnamese		8	11	21	40	17	107	22	2	15	4	3	3	23		4	6	4	9	4	303
Lao			14	8	25	8	7		2							3	3	1	3		74
Arabic	2	3	3	5	11	6	3	3		3	3	4	1			4			1	2	54
Farsi	1		1	1	7	2	2	1		6		3		10		3				1	38
Urdu	2	2	3	1	9		13			5	3										38
Korean		5		9	2		5	1		4	3	1	2	2			1				35
Khmer	2	2		1	12		3	5		1	1			4		1					32
Hindi				6	3	2	5				1	2					1				26
Chinese			1	2	1		1	1		6	3							4			19
Portuguese		1								2			2					3			8
Turkish				2		1	1	1		7						2	1			1	9
Japanese			2						1		1							2	3		9
Thai		1				2				2	2	1		1							9
Indonesian									2	2			1						3		8
French						1			1	1			1	2						1	7
Greek		1								3			1	4							9
Pashto		3																			3
Tagalog			1								1			1					1		4
Malagassy							3														3
Amharic										2										1	3
Nepali										3											3
Polish														2							2
Setswana													2								2
Yorubi					1			1													2
Romanian														2							2
Creole				1									1								2
Fanti					2																2
Armenian													1								1
Burmese				1																	1
Fon				1																	1
Finnish									1												1
Hungarian					1																1
Russian								1													1
Slovene													1								1
Tigrinya				1																	1
Samoan													1					2			3
Total	10	35	49	84	147	69	165	52	13	141	34	19	19	77		28	21	19	20	22	1,023

*No figures were supplied for this school.

Figure 1
STAFF AND COMPONENT OUTLINE
TITLE VII ELEMENTARY AND SECONDARY PROJECTS


Director
STAFF DEVELOPMENT COMPONENT
Elementary Staff
Located in project schools, serving project students at elementary level
Intake Staff
Located in center serving students and parents at elementary and secondary level
Secondary Staff
Located in project schools, serving project students at secondary level
INTAKE COMPONENT
ELEMENTARY INSTRUCTIONAL COMPONENT
SECONDARY INSTRUCTIONAL COMPONENT
COMMUNITY COMPONENT
Students and Parents

CASE 15

DEVELOPING A MODEL

I. PROJECT OVERVIEW

The Bilingual Education Project, located in a primary school in a southwestern state, began a five-year funding cycle in September of 1976 and is due to end in August of 1981. Of the four public schools in the district, the primary school is the only school served by the project.

The primary school serves grades K-3 and has a total enrollment of 477 students. Thirty-seven percent of these students are Hispanic. The students all live in the city, which has a total population of 4,500. The rural town has approximately 150 square miles, located on a prairie plateau. The principal economic base of this community is provided by cotton, soybean and cattle ranching. Several residents commute 25 miles to the state capital for employment. Several others work in local brickyards. The overall unemployment rate for the county is 4.1%, with a slightly higher 5.8% unemployment rate for the Hispanic population (figures provided by the state employment commission, January 1980).

Beside the students in the Title VII program, 52% of the students in the primary school are on the federally supported free lunch program. Approximately 50% of Title VII LEP students also participate in ESEA Title I and Title I Migrant programs, which provide extra reading and mathematics instruction, as well as the State Bilingual Program, which contributes $25 per year per student. A few LEP students in Title VII also receive more instruction from HILT and ESOL, and the school gets some funding from ESEA Title VII and ESEA Title VI (handicapped). The school tends to pool many of these funds and then redistributes them as needed to instruction, materials and supplies, and staff. Because of the many sources of funding to meet the various needs of the students, there are some administrative problems of excess paperwork, and of finding qualified staff. Teachers also must allocate extra time to plan and coordinate individual instruction plans.

The most recent needs assessment, included in the 1981-82 new grant application for Title VII funding, identified a large percentage of limited English proficiency students at the kindergarten and first grade levels. For the past three years the Bilingual Project has not officially designated that Title VII funds serve kindergarten, but has been providing services to this grade anyway. Because of a pressing need to provide instructional intervention as early as possible, Title VII funding will return to officially supporting a kindergarten program, with the goal of increasing the English language skills of the youngest participants.

II. PROGRAM CHARACTERISTICS AND GOALS

In order to identify potential recipients of bilingual services, a Home Language Survey is administered at the beginning of the school year. From this survey, identified potential recipients are then given the Language Assessment Scale, or the Bilingual Syntax Measure. The results of these instruments are used to categorize students according to their Spanish and English language proficiency.

The project teaches reading in English first to English-dominant and English monolingual students, and reading in Spanish first to limited English proficient students. The basic approach to teaching English to non-English speakers assumes that language learning is basically habit forming, and emphasizes listening before speaking, and both of these before reading. As little use as possible is made of the student's native language. Repetition and pattern drills, sight words, and mimicry-memorization are the basic teaching techniques. By experiencing the English correspondence to Spanish language, the student will master English in a fixed sequence of skills, i.e., listening, speaking, reading and writing.

The school principal, who is also acting as superintendent at the present time, and the Title VII coordinator both think that were Title VII funding to be eliminated, the bilingual education program would be dropped. Efforts would be made to continue to provide some level of bilingual instruction, but it is anticipated that the program would be very minimal.

III. PROJECT PARTICIPANTS

The Bilingual Project serves 40 children in grades 1-3 officially, but serves kindergarten students also. The language group served is Spanish; the students are Mexican-American. The academic achievement of program participants is estimated to be about equal to national standards. The rate of in- and out-migration is low (4%), but it is thought to disrupt the continuty of the bilingual education program somewhat. All new students are tested (within a week of entrance) and categorized along the following lines:

Category 1:	Minimal production or proficiency demonstrated in either language; limited English-speaking ability; requiring further testing for diagnosis
Category 2:	Labored proficiency in English; minimal to labored proficiency in Spanish; limited English-speaking ability
Category 3:	Minimal to fragmented proficiency in English; labored proficiency in Spanish; limited English-speaking ability
Category 4:	Minimal to fragmented proficiency in English; near perfect to perfect proficiency in Spanish; limited English-speaking ability

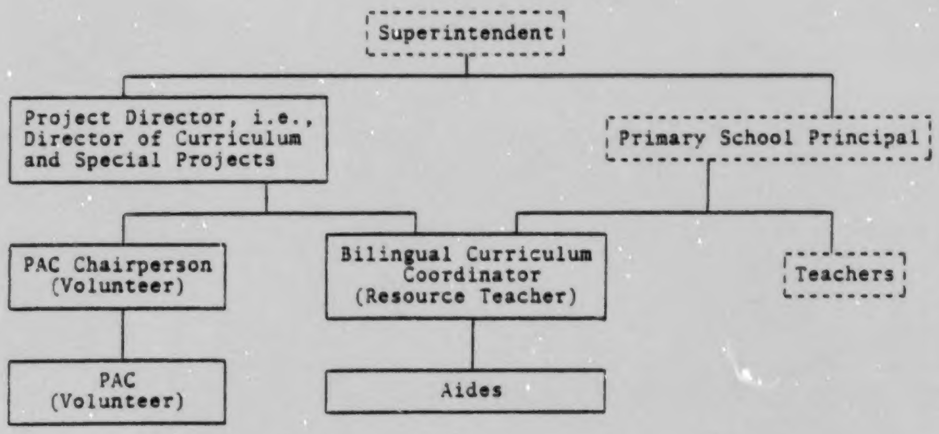
Category 5: Near perfect to perfect speaking proficiency in both languages; not limited English-speaking ability

Category 6: Near perfect to perfect English-speaking proficiency and minimal to labored Spanish proficiency; not limited English-speaking ability

The Title VII coordinator and the elementary supervisor are responsible for administering the LAS tests in Spanish and English. The Title VII Coordinator trained a testing team in the school district which included several Title I Migrant Teachers and Title VII aides. Students who fall below Category 5 are eligible for project benefits and will remain in the project until the end of the third grade or to the point where the student scores at or over the 40th percentile in the reading subsection of the SRA achievement tests. Although the project director is satisfied with the use of these tests, she thinks that very few (less than 20%) of students who leave the project are able to function effectively in an all-English-speaking classroom.

The project staff consists of the Project Director, the Curriculum Coordinator, a teacher aide and one secretary. The Project Director's salary is not covered by Title VII funds, but by Title I funds. All staff members, with the exception of the secretary, are bilingual. The curriculum coordinator and the aides are native Spanish speakers. In addition to the paid staff, a Parent Advisory Committee chairperson volunteers time to chairing monthly meetings. She is not native Spanish speaking, but is bilingual. The organizational chart which follows illustrates the placement of the Title VII project within the school organization (project staff outlined in solid lines, other staff outlined in broken lines).

Figure 1
Project Organization


Superintendent
Project Director, i.e., Director of Curriculum and Special Projects
Primary School Principal
PAC Chairperson (Volunteer)
Bilingual Curriculum Coordinator (Resource Teacher)
Teachers
PAC (Volunteer)
Aides

All the teachers of the Title VII classes have their bilingual certificate. None of the teachers have had experience teaching in bilingual classrooms prior to their current position. Two of the teachers have been teaching in their current position in the primary school for over four years. One teacher is new this year. The Curriculum Coordinator who also serves as a resource teacher for the most limited LEP students has been in his current position for five years and has no previous teaching experience. One of the aides is working toward a college degree.

IV. PROJECT DEVELOPMENT

The first application to OBEMLA for Title VII funding was made in the spring of 1974. The bilingual parents in the community were actively involved with the Project Director in planning the initial program. After that year, the Title VII Coordinator was hired and he and the Project Director were the key persons involved in planning the instructional model and selection of materials. The community at large is somewhat suspicious of bilingual education, and the School Board has progressed from hostility to a more tolerant recognition of the need for a Title VII program. Bilingual parents have not been involved in the project since its inception, and reasons for this vary, depending on the respondent. It is thought that some parents view the Title VII program as a compensatory or experimental program and therefore don't want to associate with it. Apparently the school board discourages parent involvement in school matters. Also, the fact that the two key figures in the PAC operations, the Project Director and PAC Chairperson, are both Anglo may make bilingual parents feel that this is not "their" project. There has been a relatively positive change over the years in the attitudes of the teaching staff, school administrators and the school board toward bilingual education. Essentially the project implementation plan has not changed since it was submitted five years ago, hence has not adapted itself to meet the local community features. While there is a great deal of Spanish used locally, those in power still don't admit to the need for bilingual instruction. Teachers have adapted, however, to the fact that Spanish-speaking students have individual needs and have attempted to provide instruction to meet these needs.

V. INSTRUCTIONAL COMPONENT

The goals of classroom instruction in the Bilingual Project, as expressed by the project's teaching staff, are:

- To make sure that the students understand the content of the subjects being taught, using Spanish when necessary, and

- To teach English as a Second Language and eventually eliminate the need for Spanish Language Arts.

According to one teacher, the objectives in teaching Title VII students do not differ from those for regular students. Teachers also mentioned cultural awareness reinforcement and improved self-concept as two special needs which Title VII students might have.

According to the project proposal, the project in the city planned to provide English and Spanish reading instruction to children of limited English-speaking ability in the first and second grades, to provide bilingual mathematics instruction to children of limited English-speaking ability in the first and second grades, to provide instruction and activities to children of limited English speaking ability and to English-dominant children in grades K-2 to increase their positive attitudes toward Mexican-American culture, and to provide bilingual instruction to children of limited English-speaking ability in kindergarten in basic concepts, language arts, mathematics and social studies.

Mathematics and reading are to take place in the Bilingual Teaching Center, otherwise referred to as the Resource Room, and not in the Title VII classrooms. Teachers taught the whole class without the use of an aide (except in the Resource Room), and over 50% of the bilingual aide's time is spent running off ditto copies, hall duty, lunch and other non-instructional activities.

The proposal for 1981-82 makes many significant changes in the instructional program. The Project Director claims that it has taken seven years to develop and refine a model that is useful.

The first grade classroom had bilingual and bicultural materials on the walls, such as posters and numbers. None of the children's work was on the walls. The children's work books were kept stacked on one side of the class. Other reading books were available on the same bookshelf; however, they were all in English. The only bilingual materials available in the classroom were tapes to listen to in Spanish, but no audio apparatus was available in the room.

The three principle texts used in grades 1-3 are:

1. TAG (reading series), The Economy Company, USA (an English reader)

2. School Mathematics: Concepts and Skills, Houghton Mifflin Company, USA (an English math book), and

3. Patterns of Languages: English, Litton Education Publishing Inc., USA (an English language arts workbook).

LEP students are pulled out for two hours each day during the reading period to receive Spanish reading instruction in the Resource Room. The key texts there are:

1. Laidlau Series
2. The Economy Company Series
3. Southwest Educational Development Laboratories materials

VI. STAFF DEVELOPMENT AND TRAINING

All professional staff participate each spring in a staff development organization compensatory time system. The teachers work with the principals and the Project Director to develop plans for the upcoming year. Lists of workshops and seminars offered by the Regional Service Center are handed out, and teachers are free to choose when to take their compensatory time to attend these seminars. The staff also receive training from the Title VII Coordinator, who develops specific curriculum plans for teachers and aides. The topics included are the development of the organization structure of the Bilingual Teaching Center, correct materials usage, development of the Spanish/English reading curriculum guide, and the effective utilization of student aides.

Other staff development activities are formal educational opportunities for the aides. Title VII money is available for tuition and expenses, and one aide has taken advantage of this. There are also inservices, but the teachers expressed dissatisfaction with these, saying there is nothing new being presented. There have been no inservices yet this year.

VII. PARENT AND COMMUNITY INVOLVEMENT

The Parent Advisory Committee meets once a month during the school year. The purpose of these meetings is to inform the PAC of the organizational structure of the school and to review for them what federal funding sources are available to the school. Most meetings consist of a presentation by the Project Director regarding the new grant application, any new statistics or news which is pertinent to the Title VII program, etc. The chairperson and the Project Director are primarily responsible for informing parents and the community about the meetings, and they do this through newspaper articles. In an effort to inspire more community involvement, plans are in the works to publish a regular newsletter disseminating the contents of the meetings after they occur.

The PAC is made up of Hispanics, Blacks and Anglos. English, Spanish and German languages are represented in the PAC, but meetings are conducted in English. The chairperson is new as of this month (January 1981), and so far this year no members have dropped out.

Because of the lack of understanding in the community regarding bilingual education, parents are reluctant to get involved in PAC activities. Further dissemination of information through letters and news articles is being attempted in hopes of explaining the project to the parents. According to the PAC chairperson, "volunteering is not a standard operating procedure" in the state. The school board in the past has not encouraged parents' involvement in school affairs, so volunteering in the school and involvement in program planning is an avenue of parent participation yet to be explored. The project has no community liaison person and could probably benefit from one, especially since the chairperson works in the state capital and is an Anglo.

VIII. PROJECT MANAGEMENT

The Project Director -- whose real title is Director of Curriculum and Special Projects -- is primarily responsible for designing placement criteria and practices, classroom scheduling, instructional coordination, PAC activities, information dissemination, office operations, and program evaluation. She shares responsibility with the school principal for evaluation of teachers, and shares responsibility with the Title VII Coordinator for securing materials and supplies, staff development and training, and program evaluation. The Title VII Coordinator has more direct control over curriculum planning and selection of materials, as well as the training of the aides.

Currently the leadership in implementing the project is coming from the Project Director and the Title VII Coordinator. Because of the heavy dependence this school community has on subsidies, it is difficult to plan implementation strategies because it is hard to know when funds will become available.

The 1981-82 grant application shows an ambitious and greatly augmented implementation plan. Based on seven years' experience with bilingual education, the new proposal has set specific goals for the selection and placement of students, the instructional approach, and staff development. Each of these goals is supported by detailed performance objectives which are part of the evaluation design.

IX. INTERMEDIATE OUTCOMES

Overall, the project has shown growth in terms of being able to define specific guidelines for bilingual education. This has been accomplished through the hard work of the Project Director and the Title VII Coordinator. If this project is to succeed in the classroom, where it needs most to succeed, it will be necessary to translate the implementation plans into direct and tangible benefits to the students. Major efforts should be made to train teaching staff in such a way as to clearly guide them in teaching bilingual classes.

CASE 16

A SPANISH-LANGUAGE PROGRAM

I. PROJECT OVERVIEW

The ESEA Title VII Bilingual Education Project "Title VII Project Hope/Proyecto Esperanza" is administered by the school district central office. Project funding was initiated in January 1978 and will end in December 1981.

Prior to the funding of the ESEA Title VII Bilingual Education Program, the school district operated a state bilingual education program. Funding for this program began in 1973-74 and was terminated in June 1979. Project funding was for $80,000 which serves 300 Hispanic students in various grades and schools throughout the district. Other bilingual education funds were received from the State Bilingual Program which began in September 1977 and is ongoing. The funding level is $152,372 and comes from EIA and the school district. Students served numbered 690 Hispanics. The program emphasis is on a transitional in-class type of program. However, when the number of students eligible for entry into this program is low, it then becomes a pull-out type program.

There are two school districts involved which, when combined, operate a total of 40 schools that serve 21,245 students.

The school districts have a population of 812,883 with the largest city having a population of 80,500. The cities in which the projects are located consist of one small and one large city in a suburban layout with primarily one- and two-level single-family homes. Geographically, the cities are located in a valley basin spreading into foothills of mountains and having a desert coastal climate. The major industries of the region are electronic appliances, citrus products, and plastic/rubber products. According to the State Unemployment Commission, the unemployment rate was 7.4%.

In addition to the Title VII program, students benefited from other governmental programs:

- Innovative Program;
- State Bilingual Program;
- State School Improvement Program;
- Local Bilingual Programs;
- ESEA Title I; and
- Head Start.

In general, the fact that students received assistance from other federal and state programs did not appear to pose any major problems. Essentially, coordination between Title VII and the regular classroom activities was achieved through informal communication, joint teacher planning, through the overall school curriculum, and to a greater extent, through the Title VII project director.

For the current school year, the project completed a needs assessment that focused on:

- Staff development training;
- Curriculum and instructional materials;
- Parent and community involvement; and
- Non-public school involvement.

The needs were identified through a survey and were subsequently analyzed and modified by teachers, parents, and teacher aides.

The program in 1979-80 piloted and is currently using the "Reading Spanish Management System." The system utilizes the student's native language to teach basic concepts, that is, content may be explained or taught in one language and then immediately in the other language during the same period. Mathematics might be taught in the student's first language for half a period and then the same content might be taught in English the second half of the period.

Plans for continuing the program in its present form depend on the extent of funding provided by Title VII. Any reduction or discontinuance of Title VII would mean:

- Fewer LEP students would be served;
- Fewer English proficient students would be served;
- There would be fewer bilingual education classes;
- Fewer bilingual education teachers and teacher aides;
- Fewer bilingual instruction materials;
- Fewer hours of bilingual instruction using first language;
- Fewer languages;
- There would be a shift from "in-class to a pull-out" program; and
- Far less recognition of the need for bilingual education.

The program served three schools in the two school districts. One school district's program was conducted in the Stokes Elementary school and the Linda Vista school. Stokes Elementary school provided bilingual services in grades 1-4 for 30 students per grade level. Tipton provided Title VII exclusively for 31 kindergarten students.

The Mountain Dale Elementary school in the Scott school district served 30 students in grades K-3. The students receiving Title VII service were Mexican-American from principally Spanish-speaking homes. In general, the mobility rate (in- or out-migration); of 21-30% for all three schools was greater than for Title VII LEP students which ranges from 0-10% (in- or out-migration), thus, no great problems were apparent in relation to student mobility. Students in the Title VII program compared well, academically, with students in general at the national level and specifically with students in their respective schools.

Entry into the program was based on the use of published commercial tests, a language assessment scale, and teacher observations. Exit from the program was based on students' ability to read at grade level and achieve level 4 on the language assessment scale. The entry/exit assessment methods were quite satisfactory.

The program staffing pattern for 1978-1981, included:

- One project director -- full-time (12 months);
- One resource teacher -- full-time (10 months);
- Eight teacher aides -- full-time (9 months);
- One secretary -- full-time (12 months); and
- One community liaison aide -- half-time (10 months).

All instructors were bilingual and had participated in bilingual education workshops.

Exhibit I shows the Organization Chart and provides insight into how the program was integrated within the school district. All teachers had BA degrees with certification in bilingual, early childhood, and elementary education.

II. PROGRAM DEVELOPMENT

The individual most responsible for planning and obtaining the Title VII grant was the Assistant Superintendent for Special Programs. His primary role was to write the grant proposal. The project had wide support from school principals, Title VII teachers and teacher aides, and bilingual parents in the community.

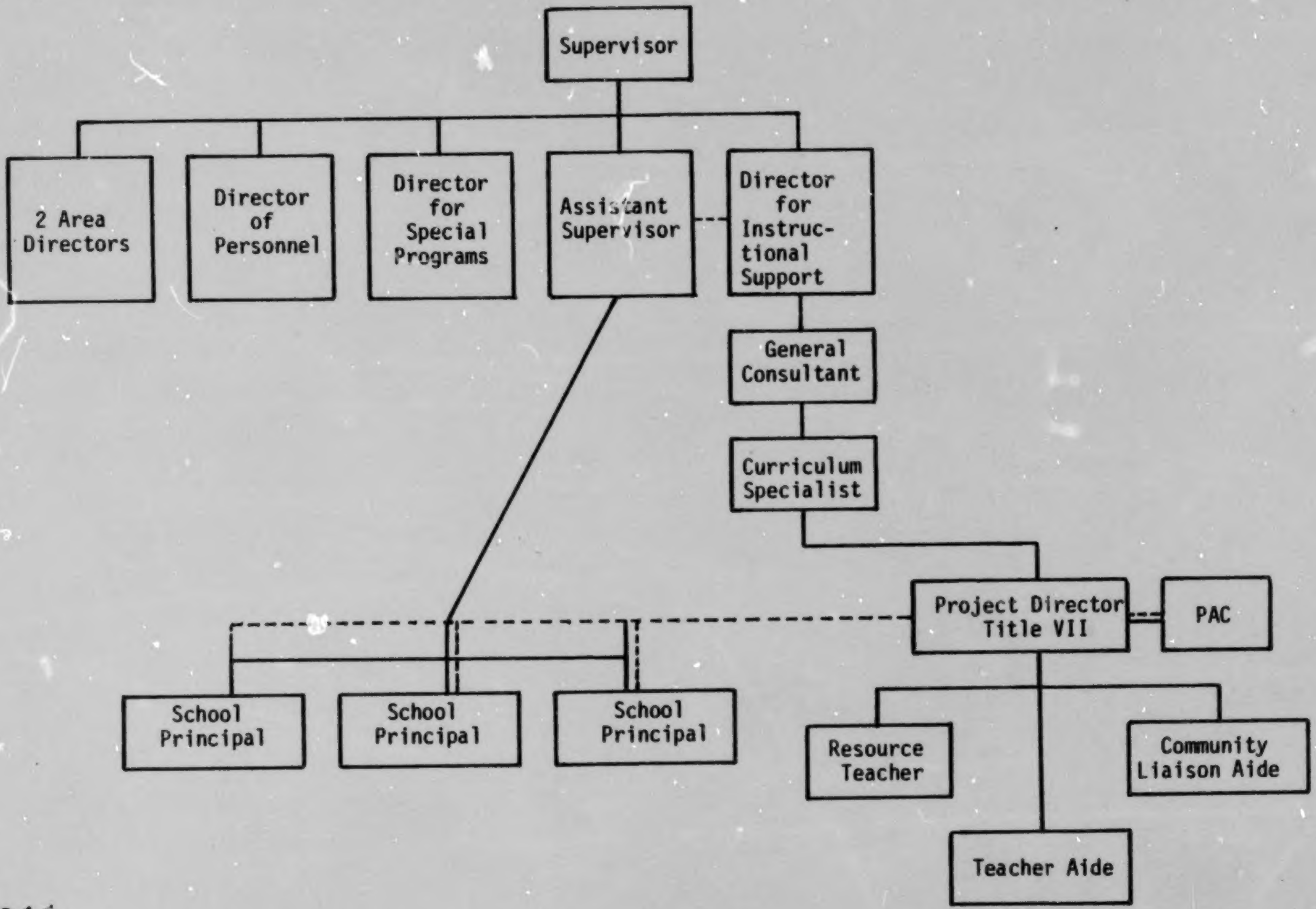
The program has remained relatively the same as described in the original proposal. Primary changes have included the adoption of the reading Spanish management system, increased cooperative staff development, and more integration of classroom instruction with bilingual education activities.

III. INSTRUCTIONAL COMPONENT BY GRADE LEVEL AND CONTENT AREA

Generally, the classroom teachers were unable to articulate specific, course-oriented objectives related to classroom instruction, bilingual education activities, scheduling activities, or materials

EXHIBIT I

ORGANIZATIONAL CHART



development. Most objectives were loosely stated and primarily activity-oriented; e.g., teach child basic subjects in primary language, oral language, and English as a second language; increase knowledge of other ethnic cultures; develop materials that will reinforce learning activities. In actual practice teachers made no distinction in learning/academic objectives for limited English proficient students or English proficient students.

The Title VII classes were located in the elementary school and integrated into the all-English classroom instructional component. In general, classroom physical layouts differed, ranging from traditional classroom set-up, learning clusters, mix of learning clusters, mix of learning cluster concept and traditional classroom layout. All classes had ample educational materials that students could use. The walls were well utilized with a combination of student- and teacher-developed materials posted on them. All classrooms were well lighted, well ventilated, and acoustically acceptable. Instruction was an even mix of Spanish and English with Spanish used when the student did not understand English. Key materials utilized were:

- Las Matematicas en Nuestro Mundo -- USA
- Holt Data Bank System -- USA
- Lectura en dos Idiomas -- Spain

Class scheduling varied from 10 minutes to 45 minutes per subject area.

IV. STAFF MANAGEMENT

Staff development activities were developed for professionals and paraprofessionals and were exclusively in-service in nature. The objectives for staff development were as follows:

- Classroom management on implementation of instructional approaches to meet student needs;
- Multicultural skills development to increase staff awareness of how culture affects students;
- Oral language development;
- Teaching reading in Spanish; and
- Legal aspects of bilingual legislation.

No formal education activities were planned for or required of staff.

V. PARENT/COMMUNITY INVOLVEMENT COMPONENT

The Title VII program has diligently worked toward greater community and parental involvement in the program. However, parental involvement in the program has been minimal and sporadic at best. The PAC has existed since the inception of the program and has an appointed chairperson. Attendance is spotty and active planning by the PAC is nil. Plans were primarily developed by the Title VII project staff, specifically the project director and community liaison person. Although much effort has been made to get active parent involvement, the program has met with minimal success in this area. Meetings which were held regularly were open to all parents in the community. Those attending meetings were predominantly Mexican-American with Spanish as their first language. Thus, meetings were generally held in Spanish with translation provided for those parents who did not speak Spanish. Parents and community become involved through participation in social activities planned by the Title VII project staff. The community liaison person was actively involved in these types of activities and had as her duties and responsibilities:

- Supply refreshments for parent workshops;
- Organization of workshops;
- Home Vistitation;
- Delivery of mail;
- Attendance at parent meetings
- Contact presenters; and
- Reproduction of materials for PAC.

The project had established six management objectives for the current school year in the following areas:

- Staffing
    - To have all teachers in the classrooms obtain a bilingual certification; and
    - To have a community liaison aide available half-time to make home contacts, translate, trouble shoot between parents and school.
- Evaluation
    - Pre- and post-evaluation to determine project instructional and management performance.
- Development and Procurement of Materials
    - Procurement of classroom materials that are needed for Lectura en dos Idiomas and the Economy Series; and
    - Work with parents to help them design culturally oriented materials.
- Reporting and Disseminating Information
    - Provide progress and project evaluation information.

The project director has almost complete control over programmatic functions that relate directly to the Title VII project, for example, placement criteria and practices, scheduling of Title VII classes, teacher/student ratios development and procurement of supplies. However, the project director has little control over classroom teachers or any functional activity that deals with the schools. For example, such areas as lesson planning time, maintenance of instructional facilities, evaluation of teachers, supervision, and discipline are the domain of the school principals and the school district management level personnel. The project director reports directly to the curriculum specialist who in turn reports to the general consultant and director for instructional support. The project director directly supervises a resource teacher, community liaison person, and teacher aides

The project has focused on the development of a team approach for designing and implementing bilingual education programs for students in need of these services. Essentially, the project has received no significant assistance, other than funding, from its funding source. They have relied primarily on their own in-house capabilities and resources. Finally, the program has been successful in raising the awareness level of the community on the need and benefit of bilingual education. Although this change in attitude has been slight it represents a positive accomplishment for the project.

VII. INTERMEDIATE OUTCOMES

Overall, the program has been successful in contributing to the institutionalization of bilingual education. In addition, the project has developed a comprehensive set of bilingual resource materials that will further enhance the institutionalization of the project. Finally, teachers can be provided inservice training on a planned and need to know basis.

CASE 17

A CASE OF COORDINATION AND SUPPORT

I. PROJECT OVERVIEW

The Title VII ESEA Oriental Bilingual Project began operations in the City School District at the beginning of the 1980-81 school year. Also known as the Title VII Supplementary Bilingual Education Program, and informally as ROWER (an acronym of the five project school names), program termination is anticipated at the end of the 1982-83 school year. The City Schools have had an Adult ESL program since 1975, supported by state and local funds. State and local funds are now used to support both the Adult ESL program and an elementary and secondary level bilingual education program. The Title VII program operates in conjunction with the elementary and secondary bilingual education program.

One hundred seventy-three schools serve approximately 113,500 students, although the Title VII program operates in only five of the city's one hundred four elementary schools. The SMSA has a population of 876,000, with the city population estimated at 664,838. Both urban and suburban areas comprise the 280 square miles of the incorporated city. The unemployment rate in this distribution center on the Mississippi River is 6.3%

In some schools, the Title VII program operates in conjunction with the district ESL program, while in other schools Title VII is the sole bilingual program. Principals report very few problems in coordinating the Title VII instruction and the ESL program, as the ESL instruction is conducted on a pull-out basis. Some students served by the Title VII program also receive Title I reading and mathematics instruction, and again, no coordination problems are reported.

Coordination of the Title VII and regular classroom instructional programs is reported as moderately to very adequate. This coordination is achieved by informal communication between the project staff and the regular teachers, through formal joint planning sessions, curriculum planning aimed at coordination, and weekly meetings of the Title VII and regular teachers. The intent of the Title VII program is to allow LEP students to develop full competence in the English language. Although LEP students who have not yet learned to read in any language are taught to read first in English, two languages are used for all or most of the instruction. Depending upon the English proficiency of the students, content may be previewed or reviewed in one language and taught in the other language. As students become more proficient in English, content is taught simultaneously in both languages. The goal of the program is to develop the English language ability of the program students through use of both languages until the student is able to perform at an adequate level in a program conducted solely in English.

Plans for the continuation of bilingual education programs after the termination of Title VII funding are incomplete, as the Title VII project is currently in its first year. Speculation by project staff suggests that bilingual education efforts would either terminate, or continue at a reduced level with fewer bilingual teachers and aides, less emphasis on staff development, and fewer hours of instruction in the student's native language.

The table below summarizes current Title VII participation in the five target schools:

Participation in Target Schools

Grade Level	Renfro	O'Brien	Willowton	Elm Heights	Regina
K	12	2	0	6	14
1	0	4	10	0	12
2	5	4	11	0	8
3	15	2	3	0	7
4	6	3	0	22	8
5	12	3	0	10	5
6	4	4	0	13	1
Total	54	22	24	51	55

The students served have home language backgrounds of Cambodian, Chinese, Hmong, Lao, and Vietnamese. The overall academic achievement of the LEP Title VII students is low in relation to national standards, as is the achievement of all the Title VII students. The overall academic achievement of the non-Title VII students is equal to or just slightly below national standards. No achievement changes have yet been measured, as this is the first year of program operations, but principals report that LEP students seem to be improving.

The mobility rate of the student population is generally low, with important variations. Total school enrollment has remained fairly stable, although roughly ten percent of the student body both enters and leaves the enrollment area. Among the LEP students, out-migration is low, unless the community leaders decide to relocate in another area. In the event of such a decision, a majority of the LEP population of a particular community would move. Similarly, if a particular language group community elects to relocate in the area, the LEP student population will dramatically increase. The project director reports that leaders of one particular language community are considering relocating out of state. If they decide favorably, many families may soon move.

All students in the City Schools have been administered a general home language survey. As new students enroll, they also receive a home language survey. After the initial assessment, an English language proficiency test is administered within two weeks of enrollment. The California Achievement Test (CAT) and Bilingual Syntax Measure are used to assess English language proficiency.

After consultation with the Bilingual Education Consultant, the Curriculum Specialist, and the student's parents, program assignment is made. Teacher observations are also used in assigning a level of English proficiency (scale from A to E).

The project director reports dissatisfaction with the commercial tests and parent surveys as entry criteria. As the CAT is used district-wide, it is also used for the LEP students, although some have no English proficiency and test results are almost useless. Similarly, parent surveys serve only to indicate what the home language is. Self-reports tend to be subjective, but provide some indication of English proficiency. Teacher assessments rely on the testing and assessment knowledge of the teacher, but provide an approach to determining program entry, according to the project director.

Program exit is based on performance at or above the 80th percentile on the CAT in reading, speaking and listening comprehension coupled with teacher observations. Again, the project director is only slightly satisfied with teacher observations as an exit criteria, and is not satisfied with the commercial tests.

Project staff include the project director, a position requiring 50 percent of the current project director's time. The remainder of her time is taken up by her duties as Curriculum Specialist. In addition, twenty bilingual aides and six English as a Second Language Teachers have been retained. Additional ESL teachers and aides are supported by local funds or by the State Indochinese Refugee Assistance Program. The Title VII project staff also includes a full time project secretary.

II. PROGRAM DEVELOPMENT

The key individual responsible for planning the program was the assistant superintendent, with the assistance of the superintendent. School principals, regular classroom teachers, and the bilingual community were also greatly involved. The school principals were responsible for designing the program as implemented in their schools. As each school has its own individual characteristics, the program had to be adapted to meet the needs of the target schools. Teachers assisted in educating the community to the program, and members of the community accompanied the teachers to translate. Church groups and charity organizations were responsible for sponsoring refugees and encouraging them to settle in the area. The Coordinator of Federal and State Programs was primarily responsible for materials selection. Changes in the initial program plan have been made, although primarily in the area of staffing. The project was unable to locate an Asian Curriculum Specialist or a bilingual secretary. As a result, a bilingual aide is responsible for translating program communications.

III. INSTRUCTIONAL COMPONENT BY GRADE LEVEL AND CONTENT AREA

Instructional performance objectives are:

- for children to achieve as high or higher than their expected scores as established from pretest results in English with the CAT in the three basic skills areas of Total English Language Skills, Total Reading Skills, and Total Mathematics Skills.
- for 90 percent of the LEP students to show awareness and appreciation of United States culture as measured by a locally developed U.S. Cultural Awareness Test.
- for 90 percent of the program students whose primary language is English to demonstrate sensitivity and appreciation of cultural diversity as measured by a locally developed Oriental Cultural Awareness Test.
- for English-speaking students to demonstrate some basic knowledge of Oriental languages by learning some linguistic skills appropriate to their age in the first language of their LEP classmates, as measured by a locally developed test.
- for LEP students to score at or above system level in Reading, Language Arts and Mathematics after three years of program instruction, as measured by the CAT in English.

Teachers' objectives include the use of the LEP students to instruct English proficient students in the language of the LEP students, to increase cultural awareness by teaching the customs and observing the holidays of the LEP students, and to build the confidence of the LEP students in their ability to perform at an appropriate level.

The LEP students are assigned to regular classrooms with a bilingual aide, and are then pulled out daily for eighty minutes of ESL instruction and forty minutes of native language instruction. In some cases, the aide also teaches basic skills in the native language in-class to all students in the class. Native language instruction is provided by locally funded Native Language Instructors.

Key materials for English instruction include English Around the World, Hootennany, Daisy Days, and Calico Capu, all part of the Basics in Reading Series, published by Scott, Foresman and Co. Most of the supplementary materials are in English, with the exception of a primer, which is printed in Laos in Laotian. Mathematics materials include Macmillan Mathematics, published by the Macmillan Publishing Co., Mathematics Around Us, by Scott, Foresman And Co., and Working With Numbers, published by Steck-Vaughn Co. All other mathematics materials are in English although teaching reinforcement may be provided in the native language. The primary social studies series is Follet Social Studies, published by the Follet Publishing Co., USA. All of the other social studies materials are in English, with translations provided as needed by the Native Language Instructors.

IV. STAFF DEVELOPMENT AND TRAINING COMPONENT

Plans for staff development center around professional inservice workshops and both professional and paraprofessionals form education programs. As stated in the grant proposal, weekly workshops are held for the teaching staff. In addition to staff development, cultural issues are often discussed at these workshops. As there are no state teaching certification requirements, the City Schools have adopted certification requirements from other states for use as guidelines. The formal educational opportunities for professional staff include two programs at a local university. One of these programs provides instruction in teaching English as a Second Language, with the credits earned accruing towards certification as ESL teachers. The other program instructs the Native Language Instructors (NLI).

Formal education for paraprofessionals is conducted as a training program at the local university. Workshops deal with such issues as culture, teaching techniques, and the use of audio-visual equipment. The aides upgrade their English skills while learning techniques to assist the LEP students. Aides evaluate each of the workshops and suggest future topics. Credit is given for the workshops attended.

V. PARENT/COMMUNITY INVOLVEMENT COMPONENT

Objectives of the Title VII Program Parent Advisory Committee (PAC) include:

- to ensure representation of all the various cultural/linguistic groups on the PAC and at PAC activities.
- to provide interpreters at all meetings of the PAC.
- to invite parents of all program children to these meetings.
- to provide input on the training of ESL/NLI teachers.
- to have each language group representative inform his/her language community of program progress and PAC meetings.

As this is the first year of program operations, many of the plans made for achieving the above objectives have been modified. Most of the modifications consist of adapting implementation plans to particular circumstances, with the exception of the aide training program. Plans had to be developed for the entire program with the assistance of district personnel.

The monthly PAC meetings are conducted in English. Each group (Hmong, Lao, Cambodian, Vietnamese) has a representative who speaks English. After discussions, the representative translates the proceedings to his/her language group, then returns with suggestions or comments. Due to the relatively close nature of the language group communities, and the strategy of using PAC members to disseminate information to these communities, the parents of program participants are kept informed of program proceedings. Additional methods, such as project newsletters with the minutes of previous meetings and other project correspondence, are also used to inform parents.

The project director reports some degree of difficulty in encouraging parental participation due to cultural conditioning. Parents prefer to make suggestions to the PAC chairperson, who then presents them to the project director. Parental participation is also hindered by the poor English communication skills of the parents and transportation problems. According to the PAC Chairperson, parents do not read the native language notes sent home with students.

VI. PROJECT MANAGEMENT

Plans for project administration have been formulated in the areas of staffing, materials development, evaluation, and information dissemination. As the project is relatively new, efforts have been made to locate and hire the staff necessary for program operations. Plans for materials development include developing materials to teach Indo-Chinese to American students and developing a text of "survival English" for the classroom. Evaluation plans rely on receiving feedback from all project staff, particularly in terms of progress with respect to the project's behavioral objectives. Extensive plans for information dissemination have been made both to inform the community of the project and to prevent a potential "backlash" from the more conservative sectors of the regional community. These plans involve utilization of the formal school channels, informal project channels, and the local media.

The project director has a great deal of control over placement practices and criteria, the amount of recordkeeping time available, the coordination of instruction across classes and grades, direct project supervision, materials and supplies, staff development and training, parent and community involvement plans, information dissemination and office operations. By sharing responsibility with the principals, the project director maintains a great deal of control over the scheduling of classes and the amount of lesson planning time available. Also, with the input of the principals, the project director exerts some control over teacher evaluations. The provision and maintenance of instructional facilities is a responsibility of the mayor, and student/teacher ratios are determined by outside consultants.

The school system Superintendent is solely responsible for instituting external evaluations. The school system provides a very high level of supervision of program operations and project teaching staff, and a high level of supervision of the project administrative staff and project evaluations.

A very high degree of involvement by OBEMLA was necessary to get the program started. OBEMLA provided the district with accurate information, interpreted the grant regulations, and provided technical assistance. A great level of effort in the form of the needs assessment, principal training, and local funding support was provided by the LEA. Some support, primarily limited to technical assistance, was provided by the SEA. The principals of the project schools were very deeply involved in program start-up by arranging for teaching space, monitoring project development, participating in workshops, and in helping to develop materials. After the program had begun operating, additional support in the form of curriculum materials and workshop development was provided by the SEA.

Figure 1 on the following page presents a district organizational chart.

VII. INTERMEDIATE OUTCOMES

In any new program, certain difficulties are bound to arise. Extensive efforts have been made to minimize the effect of these difficulties on program operations. Specifically, steps have been taken to improve the levels of communication between project staff and non-project staff in the school.

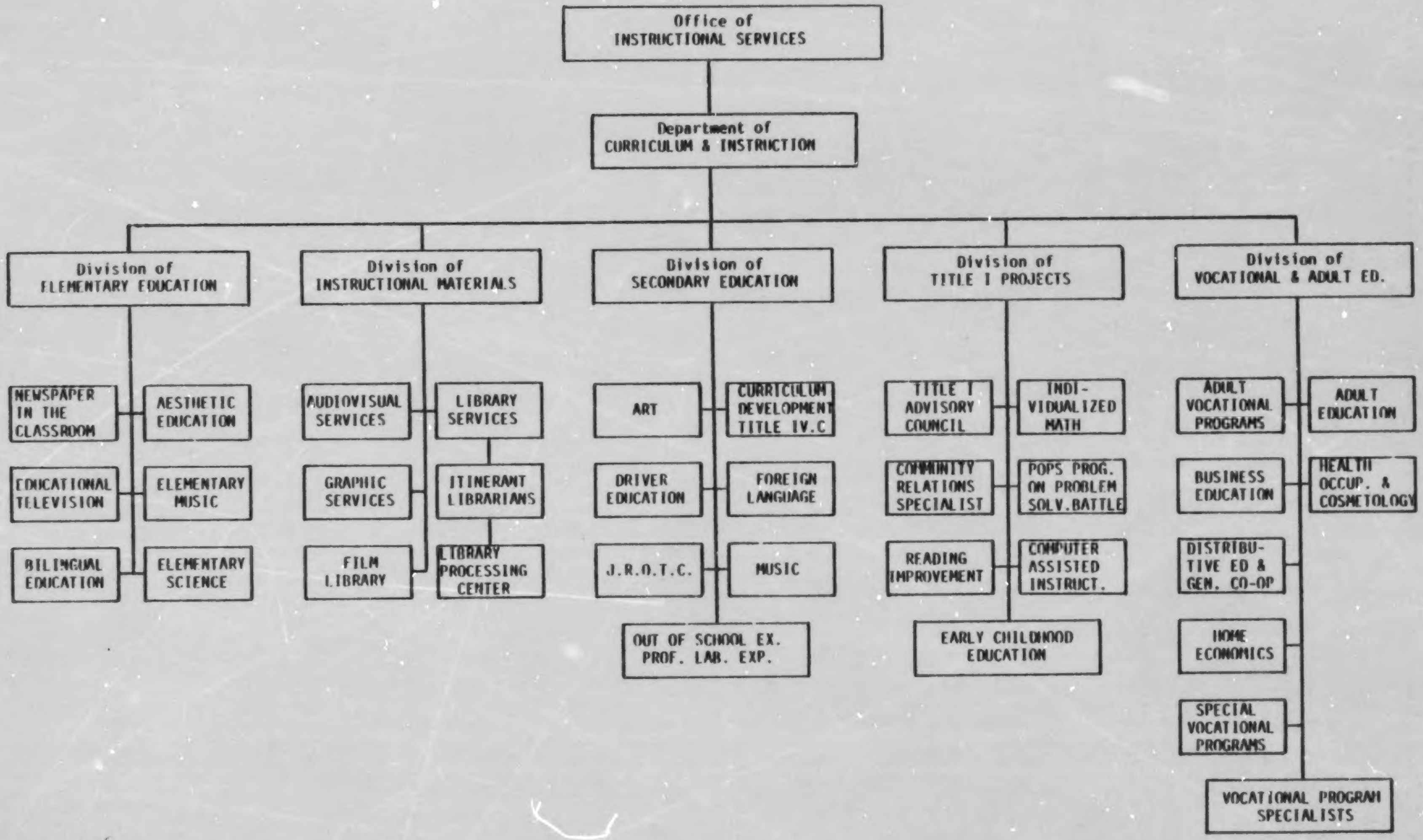
Impediments to parental participation still exist: younger parents are unaware of the importance of education for their children, and report cards are sent home in English only. Many parents have no idea of their children's progress. Although teachers report that parental and community involvement is attempted by community members working as classroom aides, their low level of English proficiency hinders their effectiveness as aides.

The project director reports that implementation of the program would be somewhat easier if the objectives were less specific. Currently, funds are available to provide bilingual services to refugee children only, preventing an equal level of services to non-refugee LEP children.

Figure 1

MANAGEMENT CHART
Department of Curriculum & Instruction

July 1980


Office of INSTRUCTIONAL SERVICES
Department of CURRICULUM & INSTRUCTION
Division of ELEMENTARY EDUCATION
Division of INSTRUCTIONAL MATERIALS
Division of SECONDARY EDUCATION
Division of TITLE I PROJECTS
Division of VOCATIONAL & ADULT ED.
NEWSPAPER IN THE CLASSROOM
AESTHETIC EDUCATION
EDUCATIONAL TELEVISION
ELEMENTARY MUSIC
BILINGUAL EDUCATION
ELEMENTARY SCIENCE
AUDIOVISUAL SERVICES
LIBRARY SERVICES
GRAPHIC SERVICES
ITINERANT LIBRARIANS
FILM LIBRARY
LIBRARY PROCESSING CENTER
ART
CURRICULUM DEVELOPMENT TITLE IV.C
DRIVER EDUCATION
FOREIGN LANGUAGE
J.R.O.T.C.
MUSIC
OUT OF SCHOOL EX. PROF. LAB. EXP.
TITLE I ADVISORY COUNCIL
INDI-VIDUALIZED MATH
COMMUNITY RELATIONS SPECIALIST
POPS PROG. ON PROBLEM SOLV.BATTLE
READING IMPROVEMENT
COMPUTER ASSISTED INSTRUCT.
EARLY CHILDHOOD EDUCATION
ADULT VOCATIONAL PROGRAMS
ADULT EDUCATION
BUSINESS EDUCATION
HEALTH OCCUP. & COSMETOLOGY
DISTRIBU-TIVE ED & GEN. CO-OP
HOME ECONOMICS
SPECIAL VOCATIONAL PROGRAMS
VOCATIONAL PROGRAM SPECIALISTS

CASE 18

AN EXAMPLE OF AN ESEA TITLE VII PROJECT FITTING IN WITH OTHER PROGRAMS

I. PROJECT OVERVIEW

The Title VII Middle Eastern (M.E.) Project began in the 1978-79 school year and serves preschool and kindergarten students.

The Bilingual Education Program, supported by funds provided by the City School Board, served grades 1 through 12. This program, begun in 1975, served Arabic, Chaldean, Yugoslavian, Albanian, Lao, Hmong, Vietnamese, and Italian students district-wide. While kindergarten students could participate in this program after exiting the M.E. Project, there was no overlap of the Bilingual Education Program and the M.E. Project.

The Middle and High School Comprehensive Multicultural Bilingual Education Grant, awarded in September 1979, provided the district with $450,000 of Title VII funds. This program served approximately 750 students in grades 6 through 12 with computer-assisted dual language instruction in five region 2 and 6 schools. Again, there was no program overlap with the M.E. Project.

There is an approximate population of 220,000 students in the 270 schools of the city. The city itself is an urban industrial complex with a population of 1.5 million. The major industry of this flat area in the Great Lakes Region is clearly automobile production. Unemployment in the region was at the time of the site visit 22%, although the unemployment rate of the target ethnic-linguistic population was roughly 30%. This differential was partially due to the immigration status of some members of this population. The M.E. Project was spread out among six sites: five schools and a community hall.

Approximately 30% of the kindergarten students also received materials funded from the Title I non-migrant program. Principals reported some administrative difficulties caused by multiple funding sources for the educational efforts, primarily difficulties surrounding excessive requirements for paperwork and meetings. Coordination of the Title VII instruction with the regular classroom program was accomplished primarily by informal communication between teachers.

No externally developed education model was used for the M.E. Project, although students who had not learned to read were taught reading readiness in English; minimal use was made of the student's native language, with oral translations provided by the bilingual technicians only as needed. The primary instructional emphasis was on developing conversational skills, with secondary emphasis on writing skills, to enable the learner to achieve both spoken mastery and writing skill.

At the district level, plans for bilingual education programs without Title VII funding called for efforts to increase efficiency and a review of strategies, but maintaining the project basically as it currently operates. The regional superintendent believed that the M.E. Project would have to function as a pull-out program with fewer staff members and fewer materials if Title VII funding were discontinued. Principals generally agreed with these predictions.

The M.E. Project served approximately 300 preschool and kindergarten students, of whom 153 are LEP. The cultural/ethnic background of the population served was Middle Eastern from Iraq, Jordan, Lebanon and Yemen.

The overall academic achievement of the students in the city's public schools was somewhat lower than the national average. Those students in the M.E. Project, and particularly the LEP students, had academic achievement which was below the national average. Principals attributed this to the limited English knowledge of these students and the inability of their parents to provide assistance in the English language at home.

The mobility rate of all students served by the project schools was less than 20% (both in- and out-migration). At the time of the site visit, both in- and out-migration of the M.E. Project students was less than 10%, although there had been a large in-migration of students over the past five years. This influx created some crowding problems in ESL classes in the past.

M.E. Project entry was determined in a fairly informal manner. All students with non-English home languages were eligible, although the project operates in only five schools, and in all kindergarten classes in these schools. Parents exercised some degree of choice over the school their kindergarteners attended. If the project was operating on a pull-out basis in a particular school (some schools offer only in-class instruction), the project teachers determined which students should be project participants. Similarly, teacher observations and ratings were used to determine exit from the pull-out instruction in some schools. In other schools, students exited by enrolling in the first grade. The 14 Hillsdale Objective Reference Test (HORT) objectives were used to measure student progress and determine promotion from kindergarten to the first grade.

M.E. Project staff included a Project Director, six Bilingual Technicians, a Preschool Coordinator, and a Project Secretary. Under the initial grant, two Resource/Cultural Heritage Specialists were hired. These positions were not included in the continuation grants. The Resource/Cultural Heritage Specialists were to develop materials for the cultural component and provide inservice training for the community and staff. These activities had been accomplished, and responsibility for any additional efforts in these areas resided with the Project Director.

The most common teaching arrangement was a teacher/technician team, as the technicians were bi- or trilingual. However, the teacher did not work with a technician if the students were pulled out.

II. PROGRAM DEVELOPMENT

Key players in the program's implementation were the Regional Superintendent, the Regional Bilingual Coordinator, and the bilingual community. The Superintendent identified student needs, mobilized the staff to draft the grant proposal, and worked to secure School Board approval for the project. The Regional Bilingual Coordinator mobilized community members, wrote the proposal, and implemented the project. The bilingual community provided general support to the proposed program. The School Board retained primary responsibility for the selection of project teaching materials.

A 1979 needs assessment identified three areas in which the project could improve to meet student needs. First, a full-time Project Director and Bilingual Department Head as well as additional technical staff were determined to be necessary. At that time, the Regional Bilingual Coordinator was also serving as Project Director. A full-time Director was subsequently retained. Second, in the area of materials and supplies, early childhood materials and the project curriculum were found to be insufficient. A curriculum congruent with District and State objectives was developed, text and audio-visual materials in the native language were developed, and a preschool component was added. Finally, English language classes for the adults were determined to be needed, and were subsequently added to the Project.

III. INSTRUCTIONAL COMPONENT BY GRADE LEVEL AND CONTENT AREA

The M.E. Project had twelve objectives centering around four major areas: to provide intensive bilingual educational activities to kindergarten students, serve limited English-speaking adults, develop cultural instructional materials, and provide in-service staff training. The project objectives are listed in Figure 1.

The M.E. Project kindergarten classrooms were located within five schools and the preschool component was housed in a community center. In the kindergarten classes, a variety of reading readiness systems

Figure 1

Objective #1: Sixty percent of the preschool students at four district schools will demonstrate achievement of 75% of the Head Start objectives appropriate to their age levels (three-year olds will master 27 objectives and four-year olds will master 51 objectives).

Objective #2: Seventy percent of the project participants in kindergarten will achieve reading readiness based on a first grade entry-level performance.

Objective #3: Given a test containing 10 items in English, 90% of the students at the kindergarten level of the target group will demonstrate knowledge of English by correctly responding to 8 of 10 items on an oral concept test in English devised by teachers.

Objective #4: Seventy percent of the pupils in Grades 1-5 will demonstrate a knowledge of their native and other cultures by achieving a mean score of at least 80 percent on cultural tests made by teachers.

Objective #5: At least 70% of the target adults in Regions 2 and 6 will have mastered at least 30% of all of the Practical Life Skills contained in the High School APL Survey.

Objective #6: Seventy percent of the adults from the target school communities will achieve high levels in basic skills of the English Language, primarily through listening and speaking ability.

Objective #7: Seventy percent of the adults from the target school communities will achieve minimal levels in the basic skills of the English Language in Reading and Writing.

Objective #8: Fifty percent of the target schools' staffs (administrators, teachers, and paraprofessionals) will acquire a knowledge of the student's native culture.

Objective #9: At least six teachers and/or paraprofessionals in the project schools' areas will be enrolled in college course work leading toward State endorsement as bilingual instructors for limited English-speaking students.

Objective #10: At least twenty staff members from the target schools will participate in at least four inservice training sessions related to bilingual/bicultural education.

Objective #11: At least 70 percent of the parents of participating children will acquire an understanding of how to use appropriate materials at home with their children.

Objective #12: Channels of communication and understanding among the project staff, pupils, parents and other community members will be open and continuously stressed.

were used, although they were all in English. These systems included Getting Ready to Read (Houghton Mufflin, USA), Make your Mark (Macmillan Co., USA) and Talking Alphabet (Scott, Foresman and Co., USA). Almost all of the math and social studies materials were made by teachers, although one teacher was using the Random House Mathematics Program (Random House, USA).

IV. STAFF DEVELOPMENT AND TRAINING COMPONENT

The M.E. Project had three staff development objectives:

- To provide fifty percent of the target schools' staffs (administrators, teachers, and paraprofessionals) with a knowledge of the students' native Middle Eastern culture.
- To have at least six teachers/paraprofessionals in the project schools' areas enrolled in college course work leading to State endorsement as bilingual instructors for limited English-speaking students.
- To secure participation of at least twenty staff members from the target schools in at least four in-service training sessions related to bilingual/bicultural education.

Similarly, the Project Director reported formulating plans in the areas of in-service training and formal educational opportunities. The in-service program for the professional staff stressed cultural awareness, while plans for paraprofessional in-service opportunities focused on techniques for teaching LEP students. Plans to offer non-Middle Easterners opportunities to participate in formal cultural education were curtailed. The only remaining formal educational component was that for the paraprofessionals, which encouraged them to participate in classes leading to eventual teaching certification.

V. PARENT AND COMMUNITY INVOLVEMENT COMPONENT

The Parent Advisory Committee (PAC) of the Title VII Middle Eastern Project had formulated plans in two areas: informing parents and the community of the project, and encouraging parent/teacher interaction. The PAC and Project Director had worked together to develop plans in both of these areas, including the plan to use each PAC member as a project representative. Due to the relatively close nature of the target community, PAC members could disseminate information to parents and other community members regarding the project in an informal yet personal manner. Plans to encourage parent/teacher interaction included outings to local parks and recreation areas.

Community attitudes had changed over the past few years. Specifically, community members wanted to see the children learning English as quickly as possible, with the native language being taught in the home or by the church. The PAC concerned itself primarily with parent and community involvement rather than the instructional focus of the project.

PAC meetings were conducted primarily in English, although translations were made into the native language of the parents as needed. Of the twenty PAC members, only those who could free themselves from other commitments attended the meetings. Generally, meeting attendance ran from five to ten members. PAC meetings were held roughly every six weeks.

Methods of obtaining parental involvement in project activities included outings, meetings, and home visits. Also, parents and community members were hired to work in the project schools. Parents were informed of meetings by messages sent home in both English and the native language and by telephone calls as well as informally through community networks. Other methods of communication included school and project newsletters. The PAC participated in designing parts of the initial project, but has since focused on communication of project progress and planning project activities.

Parental participation was limited by the poor English communications skills of some parents, the needs of their other children, and their work schedules. Many parents had visited the schools to assess the merits of the project and select a school in which to enroll their kindergarteners. Another impediment to parental participation was a low perceived need on the part of some parents. Many parents assumed parental involvement was unnecessary as long as the program was operational.

VI. PROJECT MANAGEMENT

Plans for management of the M.E. Project included the areas of staffing, materials development, project evaluation, and information dissemination. The Project Director planned to reduce the number of project staff members in order to free up funds for the preschool project, even though one paraprofessional had been added this year. Some materials had been developed, although plans called for a few workshops to develop more instructional materials. The central School Board evaluates the project, while the Project Director evaluates progress with respect to the objectives annually. Plans had also been made for monthly progress reports by the Project Director to the district.

Modifications were made in the M.E. Project approach, as needed, to meet the needs of the student population. As the project operated in two regions, the Project Director had to contact the Superintendent and Assistant Superintendent of both regions to inform them of the intended change and secure their cooperation. Consent had to then be obtained from the Program Development Staff, who wrote the initial grant proposal. Some degree of supervision of the project operations, staff, and teaching staff was provided by the

Director of the Department of Bilingual Education, who also had to be consulted concerning any project modifications.

The Project Director had a great deal of control over staff development and training, parent and community involvement plans, and office operations. He had some control over information dissemination, student support services, materials and supplies, and the amount of administrative and record keeping time available. He had a little control over the internal evaluation and direct project supervision. Placement criteria were determined by state policy. The amount of lesson planning time available and teacher/student ratios were determined by the school teachers union. The regional offices controlled teacher evaluations, the coordination of instruction across classes, and the maintenance of instructional facilities. The central School Board controlled the external project evaluation.

The LEA and project school's staffs were very involved in the implementation of the project, and were still very involved in the project's operations. Personnel in the schools worked to provide support to the teaching efforts, while district personnel provided fund management and other administrative support. OBMELA provided a great deal of initial planning and technical support prior to project implementation, as did the SEA. Neither agency was involved to any real extent at the time of the site visit.

The general attitudes of the school system personnel towards bilingual education differed to some extent. Among administrative personnel, attitudes ranged from neutral to very positive, while the curriculum and supervisory personnel had generally positive attitudes. On the average, the instructional personnel were positive, although some had strong negative attitudes because of the services, and funds, provided to the LEP students.

VII. INTERMEDIATE OUTCOMES

Indications suggest that the Title VII Middle Eastern Project had resulted in positive attendance effects on the target student population, as well as an increase in parental participation in their children's education. However, the program as implemented did not yet enjoy the full support of non-project staff in the schools, particularly some principals and regular classroom teachers.

The inservice training had been evaluated and reviewed to ensure that it was appropriate and useful. Materials had been developed, and the program expanded to meet the needs of pre-kindergarten LEP children. Efforts have been made to meet all of the needs identified in the needs assessment.

CASE 19

STAFFING A BILINGUAL EDUCATION PROJECT

I. PROJECT OVERVIEW

The Basic Program of Bilingual Education of the Community School Corporation began in the 1978-79 school year. The program started with kindergarten and anticipates adding one grade a year through the fourth grade. During the current school year, it covers grades K through 2. The program now operates in two of the corporation's 44 schools which serve 25,564 students. The Hispanic school population is 2.2% of the total. The city which the school corporation serves has a population of 118,000 and is located in a Central Western state. It is an industrial, trade, and service center for the northern part of the state and is the home of several colleges and universities. Like other cities in this region, its unemployment rate of 9% is higher than the national average. The rate among Hispanics is higher yet at 12%.

Prior to the development of the Title VII project, the only bilingual program serving Hispanic students in the city was a Title I migrant program which the school corporation began implementing in 1968 as a summer program. It became a full-year program in 1970 and has been providing tutoring to limited English proficient Hispanic students through bilingual instructors in a pull-out arrangement. The corporation still operates the migrant program as well as an ESL program for non-Spanish language limited English proficient students in addition to the Title VII project. According to the Title VII Coordinator, students in Title VII classes usually do not participate in the migrant program or in other instructional programs such as Title I reading. This was verified at one school where the only additional program in which students were participating was the Title I Inventory Developmental Test, an assessment of visual and auditory discrimination routinely given to all children in kindergarten. At the second school, however, the principal stated that a few Title VII students received additional reading instruction under Title I and services from the migrant program such as tutoring in specific subjects and assistance with social problems.

Concern in the Hispanic community about their children's educational needs led the corporation to initiate a needs assessment in cooperation with the state education agency in April 1977. This "Needs Assessment Latino Education, An Assessment of Educational Experiences of Spanish-Speaking Children in the State," was carried out by the Department of Education of a major university. That assessment found that Hispanic children had depressed scores on verbal and math skills, a gap which widened with increasing grade levels. It further found minimal screening of language needs and a limited number of trained bilingual personnel as well as indications of lack of support in the corporation and among school staff for the special needs of Hispanic students in favor of an assimilationist approach. The Study found no evidence of a cultural pluralistic or multicultural education as an integral part of the school program even though the corporation had written philosophies reflecting this ideal. The Study made a number of recommendations for immediate steps to correct those problems. Key recommendations were that a line administrator be hired to coordinate the recommended actions, an advisory committee reflective of the heterogeneous Hispanic community be convened, a staff development program for principals and other school personnel serving Hispanic students be instituted, that language screening be undertaken, and appropriate programs be developed in each school.

The Title VII project was developed in response to the needs outlined in the NALE study. The general approach to instruction was flexible, depending on the needs and learning style of the child. Most of the children were not extremely limited in English proficiency. The problem was more likely to be that they lacked proficiency in both Spanish and English; that is, they mixed the two languages, speaking neither well. Children were, therefore, taught to read first in their dominant language. For other subject areas (mathematics, science, social studies), content was taught in one language, but could be previewed or reviewed in the other language as needed.

There were mixed feelings about the future of the bilingual program if Title VII funding were reduced or discontinued. The superintendent felt the program would be expanded, but changed because there wouldn't be as much money. That is, he foresaw a growth in the number of LEP students whose needs would have to be met somehow. One principal felt the program would be dropped while the other, and the coordinator of federal programs, felt it would be reduced (fewer bilingual teachers, aides, materials, inservice training, and hours of instruction in Spanish). Each felt this would be to the detriment of the LEP students.

One hundred and forty-five students were enrolled in the self-contained K through 2 bilingual classrooms in the two schools at the time of the site visit. All classrooms contained some English-dominant children as well as the Spanish-dominant ones. The great majority (97%) of the latter were of Mexican descent. The remainder were from Central and South America, Puerto Rico, and Cuba. The coordinator estimated that there was a 20-29% mobility rate in this project's enrollment. She stated that migrants go south in winter and return in spring, but this is less of a problem than it used to be. One year the entire bilingual program in one school had to be discontinued because the number of LEP students in that school dropped drastically. The principals in the current schools mentioned problems created by mobility of the LEP students. One stated it made planning difficult when LEP children leave and return months later. Some times the vacated slots in the bilingual classrooms have to be filled with English dominant students and the returning LEP students have to be placed in regular classrooms where there is less assistance available to them. The other principal pointed out that such movement creates discontinuity in the development of the child. They often get children who have been out of school a month or more, and the student and teacher both have to work hard to try to catch up. The coordinator said, however, that the Hispanic population had become more stable and fewer families are migrants. The project also tried to convince parents to leave their children behind with relatives, if possible, so there would be less disruption in the children's education.

In one of the schools, the principal indicated that overall academic achievement of non-Title VII students was about equal to national standards, while that of LEP students was below national standards. In the other school, overall academic achievement was below national standards. The principal indicated that the K-2 students were not tested in relation to national norms, but his opinion, based on observations and teacher tests, was that the students in the Title VII program were closer to national norms.

The first criterion for students to enter the Title VII program was that their parents must volunteer them to participate. Home language was determined when children registered, and those whose home language was Spanish were tested for English proficiency. The Language Assessment Battery (LAB) was used to assess speaking and writing skills while the Language Assessment Scales (LAS) was used for comprehension in grades 1 and 2. At these grades, students had to be reading below grade level. Children who scored anywhere from non-English to bilingual (Spanish dominant) on the scales were accepted into the program. If a child scored as near fluent, however, teacher observation was also used in making the decision on whether to place the child in a Title VII class. A locally developed test, the Analysis of Development Skills, had been translated into Spanish for use in testing kindergarten children. The program had not developed any exit criteria. It started with pre-K and K, had been adding one grade a year, and was at the time of the site visit at the second grade level. The project administrators were not particularly satisfied with the assessment procedures which were used, but had not found any methods that they felt would be better although they had attended regional and national conferences on this topic.

The project was administered by a central staff composed of a full-time coordinator, curriculum specialist, and secretary as well as a part-time staff coordinator. The coordinator was a native speaker of Spanish (Cuban) and the curriculum specialist was a Philippino who spoke Tagalog, English, and Spanish. In each of the two schools, there were three classroom teachers and three classroom aides in the Title VII program. The coordinator indicated that the six teachers that year were bilingual. During the first two years, the teachers were monolingual. One of the teachers from the previous year did study Spanish during the year and intensively over the summer and was, therefore, retained in the program. None of the five classroom teachers interviewed were certified in bilingual education and only one had previous teaching experience in a bilingual classroom prior to joining this project.

II. PROGRAM DEVELOPMENT

The NALE study mentioned earlier served as the impetus for the development of the Title VII program which was the first bilingual education program in the system. The Hispanic community was seen as the key factor in getting the program started. They instigated the NALE study, participated in it, and lobbied for a bilingual education program based on the needs uncovered. The superintendent at that time was also described as very supportive of the project. The materials adopted by the project were selected by the curriculum specialist. The usual procedure was to review and test materials prior to purchasing them.

The major change in the program as originally planned and actually implemented came in the first year when the project applied for funds for bilingual teachers. They, of course, did not receive funds for this purpose, but only for bilingual aides. They therefore used monolingual teachers for the first two years. The school year during which the project was visited was the first during which the project had been able to hire bilingual teachers.

III. INSTRUCTIONAL COMPONENT

The curriculum in the bilingual project paralleled that of the corporation's regular curriculum with extra attention given to language development, self-concept development, and the students' culture and heritage. Instruction was guided by performance objectives, sequenced lists of behaviors related to concept attainment. The overall plan was for instruction to begin in the student's dominant language (English or Spanish). The second language was introduced when the child was judged ready. The broad instructional goals of the project as stated in the project's brochure were:

1. To help Spanish-speaking students improve their overall academic abilities.
2. To reinforce the students' pride in their culture.
3. To involve the students' parents in school activities in order to provide home support for the students' work efforts.
4. To enable students to become fluent in both languages: English and Spanish. Fluency is the ability to read, write, speak, and understand a language.

Teacher interviews and classroom observation indicated that in actual practice instruction in subjects other than Spanish language arts was most often done in English with individual help given to those LEP students who needed it. Classrooms were arranged in such a way as to facilitate small group and individual work. The classrooms in each school were mixed in with regular classrooms and were well lit. One of the schools was a large complex with a couple of newer wings attached to the original building. Classrooms in those wings had difficulty maintaining a comfortable temperature in the extremely cold weather and some children kept their coats on. The other building had high ceilings and wood floors which created echo problems. It was noted during classroom observations in this school that everyone spoke in a low tone of voice. Classrooms had a variety of cultural materials displayed and shelves of books. The majority of the books were in English. Each room also had a System 80 for individual work as well as recordplayers and headphones.

The major texts used in the project for reading were: The Ginn Series (Ginn and Company) in English and Spanish Reading Keys (Economy Press) for Spanish. Kindergarten used PRS (Pre-Reading Skills) (Encyclopedia Britanica) for English and Spanish reading readiness. All of these were published in the U.S. The IDEA list in English and Spanish was used for ESL and SSL. This was published by Ballard, Tighe, Inc., also in the U.S. The Heath series published by D.D. Heath and Company was used for social studies and science. Materials made by teachers were also being used for these subjects. The project maintained a library of materials in the central office which were available to teachers.

As mentioned earlier, English was used for ESL and English reading instruction while Spanish was used almost exclusively for SSL and Spanish language arts. Teachers reported using mostly English for teaching mathematics, social studies and science. English and Spanish were both used during less formal interactions between teacher and students, between aide and students and among students in the classrooms observed. The choice of language seemed based on the proficiency of the particular student and sometimes of the teacher. Two students in one class switched readily from Spanish to English to accommodate a third student joining them in a learning center activity. Not all teachers were completely comfortable using Spanish outside instructional situations. One teacher was observed carrying on a conversation in English with the parent of a newly enrolled child even though it was obvious that he was having difficulty understanding and responding in English.

IV. STAFF DEVELOPMENT

The project assesses the needs for staff development, primarily through self-reporting, at the beginning of the school year and develops a plan which is modified as necessary throughout the year. Both inservice and formal educational opportunities were provided to professional and paraprofessional staff. All classroom teachers and aides interviewed--except one who was newly hired--indicated they had participated in some training that year. All teachers stated they were either moderately or very satisfied with the workshops or mini-courses they had attended.

Teachers are required by the corporation to obtain a master's degree after five years of teaching and the project encouraged them to obtain bilingual endorsement. A high priority with aides was to help them obtain a GED, if needed. Arrangements had been made with a local university so that aides could receive college credits while working toward a GED. The coordinator was currently working on a doctorate in school administration and the curriculum specialist was completing requirements for a MEd. Several teachers and aides were also enrolled in formal course work. The project paid tuition and related expenses.

In addition to inservice workshops and courses on selected topics, the curriculum specialist monitored classroom performance, offered suggestions, and demonstrated teaching techniques. Since she was acting coordinator for six months, she had limited time for this activity. With the return of the coordinator, she planned to do more work in the classrooms with the teachers and aides. The project had also traded training services with other community organizations in order to broaden the scope of inservice.

V. PARENT/COMMUNITY INVOLVEMENT

The Hispanic community was instrumental in having the NALE study implemented and the development of the Title VII project as one of the ways to meet the needs identified. The PAC grew out of the advisory committee in the NALE study. The PAC met monthly to discuss issues pertaining to the education of children in the Title VII project and make recommendations to the bilingual education coordinator. The coordinator and PAC chairman indicated that PAC recommendations that the corporation recruit bilingual teachers from outside the system were followed.

The PAC chairman described the current plan to be involvement in cultural and educational activities (providing materials, monitoring classes and making recommendations). The PAC's plans for expanding the program to other areas of the city and to other language groups were on hold at the present because there was no money to implement them. Communication in meetings had not been a problem thus far because everyone was bilingual (Spanish and English). Communication with parents was by mail and phone. The chairman indicated that any use of the media had to be cleared through the corporation, which has been a problem because "the corporation has not seen the bilingual program as a real part of the school system." The coordinator indicated that the project also used school newsletters, announcements and word of mouth to communicate with parents and others in the community. Project staff members also served on committees or boards of various community organizations.

The two school principals felt that involvement of parents was an important factor in getting the program and keeping it going. One stated that the Title VII parents were better than any other parent group in his building in keeping the school alive. Neither school had any real involvement of parents or volunteers. One school had one volunteer who had just been hired as an aide and the other had none. The PAC chairperson said that the provision of babysitting and transportation would increase parental involvement. One key area of involvement in the past and projected for the future was program evaluation. Parents were trained in the use of classroom evaluation instruments and then visited classrooms in teams to evaluate the instructional process. Their findings and recommendations were incorporated into the evaluation report.

Project relations with the Hispanic community were not entirely problem-free, however. The superintendent described a split in the community. He stated that the more vocal members of the Cuban faction are strongly negative toward the project. This split was one of the factors in the corporation's decision to add a director of programs for Hispanic and other non-English-speaking students. This position reported directly to an assistant superintendent who was instructed to become more involved in the project. One of the school principals also mentioned a split in the community along ethnic group lines.

VI. PROJECT MANAGEMENT

Management objectives were to recruit bilingual staff as needed; ultimately to develop materials such as Spanish spelling materials; to hire an outside evaluator to conduct process evaluation in classrooms (to include parents) and to analyze pre- and post-tests of student performance; and to disseminate project information to a larger number of audiences.

The bilingual educational coordinator who reported to the director of elementary education had a great deal of autonomy. She had a great deal of control over many of the factors affecting project implementation. One exception was the evaluation of teachers where she had informal input, but no real involvement in formal teacher evaluations. She had influence in the selection of bilingual teachers, but reported that it was a real battle reaching that point.

The superintendent indicated that he had not been very involved with the project and was not well informed about project operations. He was only in his second year in the corporation and had been very preoccupied with desegregation issues during that time. His assistant, whom he asked to be more involved in the project, was also new to the district. The coordinator of federal programs had been with the corporation for two years, but in his current position, only a couple of months. The superintendent's attitude toward the needs of LEP students leaned strongly toward assimilation and undoubtedly reflected the attitudes of the broader community in this respect.

The corporation had secured funds for a new position which would report directly to the assistant superintendent--director of programs for Hispanic and other non-English-speaking students. Establishment of such a position was one of the recommendations of the NALE study. At the time of the site visit, they were recruiting for this position. The superintendent stated that one reason they decided to go ahead with this position was concern over the divided reactions in the Hispanic community. The status of the bilingual coordinator was unclear. She had returned on January 5 after a six-month leave, just a short time before the site visit.

There was some ambiguity about the role of the SEA in these matters. The curriculum specialist and coordinator had negative feelings about the SEA/BE office, but the coordinator of federal program rated them as very helpful. He stated that they served as the impetus to follow the NALE study's recommendations regarding the director position, helped identify sources of funds for this, and were identifying candidates for the position.

The major factor which hindered implementation of the project, however, was the lack of bilingual teachers for the first two years. In recruiting bilingual teachers for the third year, the project also found it difficult to find teachers who were certified in BE. Hiring of teachers from outside the system also posed a threat to the job security of other teachers and undoubtedly caused resentment toward the program. The major factor which helped implementation was the involvement of the Hispanic community in spite of the differences in that community which were previously described.

The climate in the Hispanic community was still favorable to bilingual education. The superintendent's attitude was lukewarm even though he recognized the necessity of meeting the needs of Hispanic students. The corporation was also facing the requirement to desegregate. Plans called for closing some schools and busing students. One of the two schools with Title VII classrooms was scheduled to be closed under those plans. The other school had a much higher proportion of minority students than allowed, so the proposed plan called for cross-busing with a predominantly white school. The Title VII coordinator was apprehensive about the future of the bilingual program under these circumstances.

The attitudes of the staff in the two schools toward bilingual education were mixed. They were clearly influenced by job security issues in the face of school closings and consolidations as part of the desegregation planning. There was evidence, though, that there was inadequate sharing of information about the program which could lead to misunderstanding and lack of support. The situation was not that acute in the second school which was the only elementary school identified in the NALE study as demonstrating any real concern for the needs of Hispanic students. Most respondents felt that the broader community also lacked understanding of bilingual education, and therefore, could not be expected to support it.

Overall, many problems and needs identified in the NALE study continued to exist: lack of understanding/support for bilingual education in the school administration and community, the need to recognize the heterogeneity in the Hispanic community and ensure adequate representation in all aspects of the project, the lack of bilingual professionals in the corporation.

VII. INTERMEDIATE OUTCOMES

The project had implemented its staff development plans based on needs identified by staff, and the staff indicated satisfaction with this component. Parents and other members of the Hispanic community were instrumental in getting the project started and in keeping it going. Parents played a key role in evaluating the project and their recommendations had been largely implemented in the past. Management of the project was to undergo some changes with the addition of a director-level position in the corporation. Staff within the project rated leadership high and were generally satisfied with management. Teachers were able to implement their instructional plans to a great extent without a great deal of modification. They were particularly pleased with positive changes in self-image and growth in Spanish language arts on the part of LEP students and in SSL and cross-cultural appreciation on the part of the English-dominant students.

CASE 20

A GRASS ROOTS OPERATION

I. PROJECT OVERVIEW

"Otro Paso Mas Adelante," the Independent School District's Title VII Bilingual Education Program, is located in the Dolorosa Elementary School. The project began in 1978 and has continued every year since then. The current project for 1980-81 is due to end in June of 1981. Another grant proposal has been submitted for continuation of the program next year.

Dolorosa Elementary School is one of four public schools in the school district. The total number of students in the district is 1,596; the Dolorosa School serves grades 4-6 for a total enrollment of 352. All of these students participate in the Title VII program, with 62% identified in the town, population 4,600. Approximately 98% of the town's population is Mexican-American. The city is an isolated rural community of about 150 square miles, best described as brush country or chaparral. The three largest employers are the school district, the county courthouse and the town government. There is no industry and very limited farming or ranching. Average yearly family income in the district is under $3,000. The unemployment rate for the county is 5.7%; exact figures for Hispanic unemployment are unavailable.

The school district budget is supplemented by Title I Regular, Title I Migrant, Follow Through Bilingual, Adult Basic Education, Youth Service Program, and the Title I Free Breakfast and Lunch Program. More than 84% of the entire student population qualifies for free breakfast and lunch. In the Dolorosa Elementary School, where the Title VII program is implemented, Title I Migrant and Regular are also utilized by approximately 40% of the students, and the free breakfast and lunch programs by 85% of the students. All the students participate in the state bilingual program, which contributes $25 per year per student. This money is used to provide materials for the students.

The most recent needs assessment, which is part of the new grant application, summarized the most pressing needs of the target population:

I. There is a need to raise the reading in English and in Spanish of LESA children who are from environments in which the dominant language is other than English in grades 4 to 8.

II. There is a need to raise the level of oral and written language skills in English and in Spanish of target students in grades 4 to 8.

III. There is a need to raise the level of the self-image and pride of culture and history of target students in grades 4 to 8.

IV. There is a goal to raise the competencies of the professional and non-professional staff with an extensive and intensive program of staff development which will include methodology, techniques, and evaluation in bilingual education.

V. There is a need for parent and community involvement programs to establish support and create interest in the school.

VI. There is a need for program personnel to develop, coordinate, and implement program activities in reading and mathematics in grades 4 to 8.

This needs assessment reflects a new target population extending beyond the current grades 4-6 to include grades 7 and 8. The high percentage of LEP students in the seventh and eighth grades (67% and 75%, respectively) indicates a real need for additional instruction in these grades. The even higher percentage of LEPs in the ninth grade (83%) suggests that more instruction prior to this grade could lower the number of students entering the ninth grade without proficiency.

II. PROJECT CHARACTERISTICS AND GOALS

The project utilized individualized and small group instruction to facilitate English and Spanish progress in the areas of language arts, reading, mathematics and multi-cultural awareness. A combination of methods (i.e., phonics, see-say-write, and kinesthetics) were utilized to develop the students' vocabulary, comprehension and oral expression. Such development was deemed essential for acquiring reading skills in English and Spanish.

Reading in both languages was taught as a separate subject to allow ample time for development of a sound foundation in each. Spanish reading classes were correlated with language arts by using the Educacion Santillana Series. The culture/heritage component was taught as part of the Spanish reading class. United States, state and regional history instruction was facilitated through English and Spanish reading activities.

The school has a departmentalized organization to facilitate the grouping instruction plan, and also to work in Title I classes without disrupting the pattern of classes. In the Spanish reading class, otherwise known as the Lectura, many teachers felt that the content which was to be taught in this period was too broad to be consistantly and effectively presented. Also, some teachers thought that the book used was a very poor reference text. According to the Project Director, and as it was observed in the classrooms, English is taught in this project by using as much of it as possible, much like a child has to learn his/her first language.

By making associations of language and experience, the use of everyday English is stressed. The focus is on conversational skills with the goal being to master the spoken word. Generally speaking, content is taught in only one language during any given period, and it may be English or Spanish. However, the writer observed some switching back and forth when clarification was necessary. In the reading classes, those LEP students with some English background were taught to read first in English. Those with no English background were taught to read first in Spanish.

In the opinion of project administrative personnel, if the Title VII project was not funded, the negative impact on the services provided to the LEP students and the bilingual education program would be drastic. The administrators and teachers alike claim that without these services, students would lose their desire to stay in school and the drop-out rate at the junior high and high school level would increase.

III. PROJECT PARTICIPANTS

"Otro Paso mas Adelante" provided bilingual instruction to all 352 students who attend grades 4, 5 and 6 in the elementary school. Approximately 98% of these students were Mexican-American. Spanish was the native language. The overall academic achievement of the students at Dolorosa Elementary school was about equal to national standards. This means that the students in the Title VII program, who were all the students in the elementary school, were average in relation to national standards. Clearly in this school the project was benefiting the student with respect to their learning achievement.

The project's student population had remained relatively stable over the year. It was pointed out by several project staff that the efforts of the project had increased the students' desire to stay in school. In assessing the proficiency of students entering the school, the LAS was used, and students who scored at levels 1, 2 or 3 were categorized as LEP students. In order to exit the program, a student had to score at or above the 40th percentile on the California Achievement Test (CAT). Both of these assessment measures test the students' proficiency in reading, writing, speaking and listening comprehension. In addition to the CAT test, teacher observations and ratings, and self-reports were used to determine when students should leave the project and enter an all-English-speaking classroom. The project staff was moderately satisfied with these approaches for judging a student's proficiency. When students here exit from the project they also exit from the school (into the junior high). Follow-up services were non-existent there, and only at the high school were ESL classes offered. The problem of dropout begins to occur at the junior high level.

The project staff consisted of the Project Director, his secretary, 12 instructional aides, and one Parent Coordinator. In addition to these positions, which were paid for by Title VII, the Principal and all classroom teachers were very involved in the project. All staff members spoke Spanish as their native language. The school staff as a whole was totally behind bilingual education, and the teachers were well qualified (several have their master's in Bilingual Education) to teach it. There were four classes per grade, with one aide per classroom. The aides advanced their own training through college courses, and a few of them were just short of completing their degrees.

IV. PROGRAM DEVELOPMENT

When the Title VII project was first considered, the superintendent and the target school principal were greatly responsible for getting the project underway. To a lesser extent, the bilingual parents and the bilingual aides were actively involved once the project was started. The selection of materials for the project was shared by the school superintendent, the Project Director, the teachers and aides, and the target school principal. The project had several long-standing and loyal staff members; the current Project Director was a sixth-grade teacher in the target school for 22 years; his sister taught in his place when he became Project Director. The target school principal was, until the beginning of the school year, the Project Director. This project was a good example of a grass roots operations, and the general attitude of the school system personnel toward the project was very positive. Since the beginning of the school year, no changes had been made in the implementation of the project. The project had been very successful in adapting to meet the local community features and student needs.

V. INSTRUCTIONAL COMPONENT

The Title VII Bilingual Project had a great deal of positive impact in several areas, i.e., spoken English, cultural awareness, academic skills, English reading skills, native language skills, self-image, and attitude toward school. However, it was felt that overall, the project had only been slightly effective in accomplishing its goals, and with more resources, it could be more effective. At this point, the project staff was proposing to expand the population served to include seventh and eighth grades, and hoped to be more effective by doing so.

The goals of classroom instruction in "Otro Paso Mas Adelante" centered around the goal to provide limited English proficient students with instructional activities in both Spanish and English languages. The five major areas to be taught in English and Spanish were:

1. Aural-Oral Language Development
2. Reading and Writing

3. Mathematics
4. Self-Concept
5. Culture and Heritage

Teachers reported that sometimes the objectives used with limited English proficient students differed from those used with English proficient students, but in general the objectives were the same. The objectives for all grades were the same in terms of anticipated gains in reading achievement. The goal was to raise the reading level of the student by having 75% of the students in each grade gain one month per month of instruction in English reading skills. The other 25% would gain .5 month per month of instruction, as measured by the SRA. The same objective was given for communicative skills in English. For Spanish communicative skills the objective was for 100% of the students to demonstrate a gain of 25%, as measured by Pruebas Lectura de Nivel 3, Parte I, II, III, Forma CES. The same objectives for percentage gains in Communicative skills were true for mathematics, for all grades, with 90% of the students in each grade successfully attaining specified activities. The activities used to meet these objectives were clearly defined in the proposal.

The Dolorosa School consisted of several buildings, but the regular classroom instruction took place in one building. The Title I instruction took place in portable buildings which were located two blocks away at the Primary School location. This caused some problems for teachers and administrators; they sometimes could not locate students, or did not know whether the student was absent from school or actually in class down the street. The students had to walk this distance in bad weather, which reduced teaching time. The main building consisted of one long hallway with classrooms on either side. Classes were slightly overcrowded, and the building had very tall ceilings, thus creating problems with sound reverberation. All instruction was in-class except for those students who attended Title I classes. As mentioned earlier, the school had a departmentalized organization which facilitated the project's goal to provide individualized instruction. Most of the educational materials found on bulletin boards in the classes were made by the teacher, and the majority of the bulletin boards addressed different areas of English language arts, e.g., vocabulary, vowels.

The key English language texts which were used (The writer did not see the Spanish reading text) were:

- The Economy Company Readers, e.g. Mysterious Wisteria, USA
- The Holt School Mathematics, Holt, Rinehart and Winston, USA
- The Social Studies and Our Country, Laidlaw Brothers, USA
- Ginn Science Program, Ginn and Company, USA.

The Project Director and target school principal hoped to develop a text which would cover topics such as the history and culture of the Mexican Americans in this region of the country. They claimed that the materials available for heritage and cultural readings were sorely inadequate. In general, their materials were adopted from the State Bilingual Education materials.

VI. STAFF DEVELOPMENT

Training plans for teachers included both formal and informal activities. Consultants from Region II and a local agriculture and industrial university presented a total of five workshops that year for teachers, covering a variety of topics relating to bilingual education. Aides benefited from three workshops from the same sources. This project also had sent teachers to the university to receive training for their bilingual endorsement, and aides to receive teaching certification. Four aides were scheduled to receive their teaching certification that year. The project director was taking classes in evaluation/tests and measures and attended the bilingual conference in Boston that spring. The PAC chairperson was planned to attend a Parent Involvement Conference. This project had provided many opportunities for continuing career development to personel in the project.

VII. PARENT COMMUNITY INVOLVEMENT

The project communicated with the local community through newsletters, announcements, by telephone, by sending notes home with children, and through the PAC monthly meetings. The parent coordinator was largely responsible for the coordination of PAC activities. Since it was first organized, the PAC had been active in planning the project, disseminating information about the project and decisions regarding instructional content and materials to be used. The community at large supported the transitional approach to bilingual education, and the PAC succeeded in getting parents more involved in their children's education.

Meetings were held once a month, and English was used to conduct the meetings with Spanish translation for a few parents. Plans for volunteering in the classroom were made at each meeting, and the project had been very successful in following through with this plan. Some parents wanted payment for their time, something that the Title VII funds once provided. Other topics of discussion were upcoming projects such as holiday fairs, proper channels for parents to go through when they want information about their child, and reports on the progress of the project in terms of reaching its goals. There were some parents who felt that education was the schools' job, hence they did not want to get involved in school activities. Other parents were reluctant to get involved in the classroom because they were intimidated by the level of education being taught (it was more advanced than their own level of education). In general, however, the PAC was satisfied with the successes of the project, and felt successful in regard to its own activities. Seven to ten parents per week volunteered in the classrooms for approximately two to four hours per volunteer.

VIII. MANAGEMENT

The project director had direct control over determining placement criteria and practices, planning lesson time, the amount of administrative/record-keeping time available, and the coordination of instruction across classes and grades. He also was responsible for procuring materials and supplies, staff development and training, the project office operations, and program evaluation. The school supervisor and principal shared supervisory responsibilities over the teachers and aides. The parent coordinator's duties included making home visits to get parents involved in the school, and working with the PAC on various activities which the committee selected. She also kept records related to the home visits, PAC records and volunteer activities, and helped provide transportation for volunteers. Issues of student discipline were handled by the principal and the teachers.

The initial implementation of the project was carried out for the most part by the LEA, the Dolorosa school administrative staff, and the local community, with the SEA also involved and OBEMLA slightly involved. Resources for materials continued to be supplied mostly from the SEA. Additional consulting help to evaluate the program and to plan and provide for staff development came from local universities and the regional Title VII assistance center.

IX. INTERMEDIATE OUTCOMES

The project appeared to be achieving great success in implementing its plans, but felt that limited funding impeded even greater success. On the whole the school and the project set very high standards of achievement and worked very hard as a team to create a challenging, stimulating and supportive learning environment. This project seemed to be very successful in delivering benefits directly from the top down to the classroom.

CASE 21

DEVELOPING BILINGUALISM IN A SPANISH-DOMINANT BORDER TOWN

I. CONTEXT OF THE SERVICES

The school district in which this Title VII bilingual education project was conducted had one of the highest proportions of limited English proficient students in relation to those fluent in English nationwide. The town was, in fact, Spanish-speaking -- so much so that a monoginual English speaker experienced great difficulty in carrying out the day-to-day functions of living. Indeed, anyone expecting to earn a livelihood there must strive for literacy in Spanish, and biliteracy in the two languages was considered a condition for success. These requirements set an unusual context for the conduct of the Title VII activities.

II. THE STUDY SITE

The district was comprised of a town of about 30,000 and a small agricultural area with perhaps 10,000 more. Agricultural pursuits provided a great deal of employment for Mexicans and Mexican-Americans both as semi-skilled field hands and as machine operators.

The town was right on the American-Mexican border; only a fence separated the two countries. The U.S. town provided basic services to the agricultural endeavors, sold a variety of mostly low-cost dry goods and groceries to Mexicans who crossed into the border zone frequently and easily, and furnished some facilities to a small tourist industry. A few oil and gas wells existed in the area and additional exploration was being conducted. Most of this work was done by Anglo crews brought in from other sites by the companies. The vast majority of homes in the town were small and, although privately owned, provided a low tax base for the schools and other government entities. The majority of the population was poor. Underemployment was a serious problem because of the seasonal agricultural work.

On the Mexican side, a city of about 750,000 adjoined the sample district. It, too, depended heavily on agriculture, with a mixture of small farms, many of which were at subsistence level, and large-scale, intensive operations similar to those on the U.S. side. That city also enjoyed the benefits of some light industry, especially the manufacture of clothing, shoes, ceramic building components, and electronics parts. Tourism constituted a higher proportion of the city's business than in the U.S. sector. A highly developed health services business was situated very close to the border, providing less expensive prescription drugs, dental treatment, optometric examinations and glasses, and general medical treatment, including hospitals, for U.S. residents. The economy in that part of Mexico had grown rapidly during the last 20 years but poverty is still a major problem.

The U.S. and Mexican populations had close interactions. Many families had relatives on both sides of the border and visiting was frequent. Nearly everyone in both groups purchased commodities on whichever side of the border the items were most economical. Large numbers of persons from each country crossed the border daily to go to work. Other crossings were for education; some children from Mexico attended a Catholic elementary school in the U.S. or paid tuition to attend the public schools, and a few U.S. residents attended the Mexican public schools. University facilities on both sides drew students from both countries.

In reality, the U.S. town and the Mexican city formed a single metropolitan area. As would be expected, then, the language of commerce and general communication was Spanish. The language of the U.S. population was estimated to be 5% monolingual English, 70% bilingual Spanish/English, 20% monolingual Spanish, and about 5% trilingual with the most frequent third languages being from China, India/Pakistan, and the Middle East. The only third language education was private, part-time Mandarin instruction on the Mexican side. Despite the bilingualism of the U.S. side, 90% of everyday conservation outside the schools was in Spanish.

The immigration from Mexico was continuous with two patterns evident: a group that entered via the U.S. town, stayed for a period of a few days to a few months, and then moved elsewhere in the U.S. for employment; and a group that came with the intention of residing in the sample school district. Most of these were legal entries. Some illegal entries also came through the U.S. town but those persons stayed there little or no time since the small town environment made detection fairly easy.

Many residents of the U.S. town migrated to other parts of the U.S. for seasonal employment, mostly in agriculture. Nearly 20% of the district's students had official migrant classification and the percentage of adults that migrated was estimated to be considerably higher than that. There was a definite trend away from taking the children into the migrant stream, although the number that did go was still quite high.

III. THE SCHOOLS

The sample school district had five elementary schools (K-6), one junior high (7-8) and two high schools (9-12). One of the high schools was very small and served as a continuation opportunity for those who had dropped out or had been expelled from school, or who had to work part time. Preschool education was available but was not administered through the school district. One Catholic elementary school served a small group of students, more than half of whom were from Mexico. A large state university had a branch campus in the town that offered some undergraduate and graduate courses. A junior college was located 15 miles away in another, larger town, and was operated by the county.

The K-12 program offered the courses generally expected from any accredited system. In addition, there were two other focal areas of instruction in most classrooms: concentrated work on the acquisition or improvement of English, and bilingually oriented instruction. The district participated in many federal and state programs because of the poverty of the area, the language problem, and the residency variations of the population.

ESEA Title I, regular and migrant, operated in all the schools. ESEA Title VII bilingual was utilized in seven classrooms in each of the two elementary schools. State bilingual funds were employed in all the elementary schools and in the junior high school. Compensatory education, economic impact aid, and free/reduced lunch monies were available to all eight schools. A special state school improvement plan project was restricted to one high school.

The regular program was financed from local taxes and the state school allocations. The latter was apportioned via a complex formula that in part utilized average daily attendance for the calculation -- a serious limitation for this district since poverty is accompanied by absenteeism because of health problems, the need for work or care for family, and the loss of school time by children of migrant workers between moves.

The district did not provide all the auxiliary services by itself. In the interest of better and more efficient delivery, the district coordinated with the county school superintendent's office for certain services to special education students (in particular, psychological testing and some treatment), the migrant program, and some vocational offerings. It also participated in a federal bilingual education service center arrangement that provided some of the staff training, materials improvement, and internal evaluation activities.

The teaching staff was relatively stable with only a 20% turnover of teachers during the last few years. The paraprofessional aide turnover was somewhat larger than that for teachers but was more stable than in many poor districts. The district promoted internally when qualified staff was available. Two principals were former Title VII directors.

The majority of the teachers were Mexican-American and an even higher proportion were bilingual. All of the teachers held the regular state teaching certificate. Most of the teachers in the bilingual programs held the state bilingual certificate and a few new employees had a small amount of course work left to complete for that certification. The administrators, counselors, and special service personnel were appropriately certified.

The district can be described as a fairly conservative small town district. The buildings, although modest, were clean, well lighted, and attractive. Air conditioning for the extreme heat of late spring and early fall was available only in the recently constructed buildings and in a few specialized areas. The students were polite and generally well-behaved with good classroom discipline, and few students were outside those rooms during class time. About 33% of the students entered college, and although no actual research had been done, the staff stated that most of them graduate. In another study, parents and other community members interviewed rated the schools' performance as quite good and they expressed confidence in the educational system. Most monolingual Spanish-speaking parents disagreed with teaching only in Spanish. Some community members thought too much Spanish was taught in the upper grades. Almost all the interviewees opted for a 75% English, 25% Spanish mix and viewed biliteracy, not just bilingualism, as an important product of the schools.

A major problem of the district emanated from local conditions. First, the pupil population was still growing; there was no sign that it was even stablizing, much less declining as in many parts of the state and nation. Second, a large portion of the increase each year was limited and often non-English-speaking. Too, many of these children had little, and a few had no, schooling prior to entry into the district's educational system. Third, because of the migrants, the district had to arrange to educate:

- 80% of the highest enrollment for the year in fall;
- 100% in December - March;
- 90% in April - early May; and
- 80% in late May - early June.

The problem was exacerbated by the fact that federal and state assistance was calculated on spring/early fall pupil counts when attendance was lower because of the seasonal agricultural work. There was nearly no adjustment mechanism included; thus, the already strained resources had to be spread over more students at certain periods than they were meant to cover. The classroom size, then, grew larger and larger, diminishing the potential impact of the education. The district had no financial reserves, and therefore could not provide additional teachers, aides, materials, and other services. This condition represented a major weakness in federal and state financial assistance to education and the provision of equal educational opportunities for all children.

IV. THE PROJECT

The Title VII project operated in only two of the elementary schools (seven K-6 classrooms each) at the time of the research, although during the preceding ten years Title VII had helped other schools and other grades. Each classroom was staffed by a teacher (district-funded) and an aide (full-time for primary and half-time for upper elementary). Title VII furnished a resource teacher for each school and the district provided another who assisted with the Title VII classes and with other bilingual education. The director was paid from Title VII funds. The state and district funded a federal program coordinator and other necessary administrative, accounting, and special services personnel.

The district had an officially adopted policy statement on bilingual education and the Title VII component. Essentially, the district policy stated that the most important goal of bilingual education was to help the students become fully literate in English. It recognized two secondary goals, however, which were:

- To provide at least some subject matter instruction in Spanish until the student is fluent enough in English so that continual general educational progress is possible; and
- To offer a full range of literacy instruction in Spanish so that those students who choose are prepared for a bilingual economic life in the local or other setting.

To meet these goals, many of the district's course offerings were bilingual, or sections of courses were available in Spanish or in English. Strong, basic English language arts courses were provided at every grade. In almost all cases, parents could choose monolingual English or bilingual instruction for their children, K through 12. English as a second language, remedial reading, and special assistance with subject matters were available.

For those children who began their education in this district, three tracks were offered:

- Spanish-dominant children could be taught primarily in that language, with oral/aural English instruction until they were able to function in English and had reached certain performance levels in Spanish, usually in late second or early third grade;
- Bilingual children could enroll in bilingual classrooms; and
- English-dominant children and those whose parents refused permission for enrollment in either of the first two tracks could be taught exclusively in English.

The latter arrangement could be handled in either of two ways: the child could be part of the fluent English speaking component in a bilingual class but be taught only in English, or the child could be in a monolingual English instruction room.

Spanish-dominant children who entered in the second through sixth grade could enroll in bilingual classes with special English assistance. Spanish-dominant students who entered in grades 7 through 12 were enrolled in two-hour "beginning" English or English as a Second Language instruction, depending on their knowledge of oral/aural English and English reading. They could choose bilingual, English, or Spanish instruction for the other subjects. Furthermore, high-level Spanish grammar, literature, and creative writing courses were offered for those interested in full literacy in Spanish.

In essence, then, the district was attempting to offer that form of education that would best further the progress of the children while maintaining freedom of choice for parents. The complex system was expensive. The Title VII project formed an important component in the total program.

V. THE INSTRUCTION

A major characteristic of the instruction in this project was the high quality of the teachers. All of them were Spanish/English biliterate and one was triliterate. They knew how to teach (one exception for one subject will be discussed in a later section). They had planned their lessons, and they carried them out well. They had been trained well and it showed.

When compared to the aides in many other projects, those in this project demonstrated good abilities to deal with the children and to teach their assigned subjects. All of them were bilingual. Two were not fully literate in Spanish; three were not fully literate in English. Taken as a group, however, they demonstrated a considerable capability for doing their work.

Two other important facets of the instruction were the high degree of assistance provided to the instructors and the supervision of the project. Each project school had a resource teacher (plus another who assisted when needed). Those persons helped a great deal with finding and developing materials, assisting with testing so that it minimally distracted from teaching, and helping to devise methods to improve learning. The resource teachers provided positive technical assistance to the project.

The other facet, that of supervision, was unusually strong in that the project director was biliterate, and had many years of experience in bilingual education generally and in this district specifically. The project director managed to find time to supervise both the resource teachers and the implementation of the program in the classroooms. That she placed a high priority on supervision was evident in the work result. Both project school principals who were former Title VII directors, demonstrated concrete knowledge of the project design and its implementation in the classrooms.

VI. PULLOUT INSTRUCTION

The project classrooms were primarily self-contained, and most of the assistance to students was done within that arrangement. A few students were pulled out for short periods for assistance from special education, Title I Migrant, and extra remedial reading help. When non-English-speaking students entered the upper elementary grades, some ESL assistance was provided in addition to that in the classroom. The pull-outs were minimal in number, used only when absolutely necessary and for the good of the student.

VII. BILINGUAL CLASSROOM INSTRUCTION

Most of the instruction was in-class bilingual lessons. In kindergarten and the first two grades, the general arrangement was three days in English and two in Spanish. This was a departure from previous years when alternate lessons by language within a day were used. The new schedule was instituted to substantially increase the English exposure and to provide a modified immersion tactic to help foster thinking in English. Reading was taught only in Spanish in K-2 unless a student in second grade showed unusual progress in Spanish reading and simulataneously in oral/aural English. Beginning in third grade, reading was taught in both languages.

The English instruction utilized the appropriate level English language arts and subject matter texts prescribed in the district curriculum. This aided the students as they progressed through the grades since large gaps would not then occur in the sequence. Similarly, Spanish instruction followed a sequenced Spanish curriculum. This attention to curricula was stronger than in most bilingual programs and was a major attribute of the project; that is, Title VII was an integral part of the district curriculum.

There were understandable differences between English and Spanish language arts materials. In one class, however, the teacher was attempting to match the phonics approaches in both languages. After six months, the students were still drilling on Spanish phonetics, while in the same grade in the other school the students were reading in appropriately advanced readers. The students in the two classes appeared similar in ability; the slow progress of the first set of lessons could cause sequence problems later.

The main materials difference was in the English and Spanish mathematics series. Teachers reported that the Spanish text was "too difficult" for most of the students. They used a lower grade level as a partial remedy, used some commercial supplementary materials as another, and created other materials themselves. An examination of the two language texts did in fact show that the Spanish text introduced operations faster, furnished few practice sets, and generally expected a higher level of performance than was evident in the students' work. The remedies used appeared to be effective in keeping the mathematics performance at about comparable levels in the two languages.

No problems were reported for science and social studies. Many enrichment and local materials were used in both. The children appeared to grasp the content of these subjects.

In every project classroom, the principal direction of the instruction was toward small groups. The recitations of the students in the observed classes indicated that the groupings were accurate. One upper elementary class had many small groups making coverage difficult, but that room had received several new students from Mexico with varying performance in Spanish and English that did not mesh with the levels of those already in the class. The situation was unfortunate but no viable remedy was at hand since all the classes were at peak load making transfer not a feasible alternative.

In general, then, the instruction was well organized, followed the curricula, and sought performance goals for each grade. The modified English/Spanish arrangement had substantially increased exposure to English.

VIII. ENGLISH AS A SECOND LANGUAGE

With the expection of the students who enter the upper elementary grades directly from Mexico (who receive some outside help), the ESL work is conducted by the teacher and aide as a part of the regular classroom work. The ESL component utilized a modified version of an approach developed elsewhere, and it appeared to be functioning well. A great deal of repetition was demanded, good modeling was given, and the followup exercises were appropriate. Most of the teachers and aides were quite proficient with the methods and they were receiving followup instruction through inservice. An inservice session was held during the week of the site visit and the teachers reported that it was helpful. The work done with the upper elementary students in the pullout situation was the same as the in-class instruction.

An important strength of the program was that, except for K-2, the ESL instruction closely paralleled the material taught in the general English language arts and the content subjects. ESL and reading were closely tied in grades 3-6, thus forming mutual supports to each other. The combined system appeared to be functioning well.

IX. REMEDIAL READING

The work with small groups by performance level in the classroom obivated much of the need for extra or pullout remedial reading. However, that help was available when needed. The remedial lessons comprised two facets. First, after diagnostic testing, students were aided in acquiring skills they had missed: word attack, comprehension, sequence, definitions, and vocabulary. Second, the remedial reading instructor kept in close contact with the classroom teachers and provided reinforcement exercises for the regular class lessons. The Title I Migrant teacher further increased the exposure to English language arts and also spent much of the time on mathematics.

X. REGULAR ENGLISH INSTRUCTION

In grades 3-6 there were some fully English proficient students (FEPs) in each room who were not studying Spanish. They and some

FEPs who were studying Spanish at their parents' express request furnished the English modeling required by federal and state law. The FEPs generally were subdivided into two groups by performance in reading and/or mathematics and received the instruction from texts prescribed by the district curriculum for that grade.

In teaching regular English reading, a great deal of attention was paid to the expansion of vocabulary, meanings, sentence structure, appropriate grammatical features, and comprehension. More emphasis was placed on English writing activities and at a higher level than with the LEPs. Correct pronunciation and enunciation were demanded in most rooms; a few teachers/aides seemed to be less concerned with these, but they were in the minority.

There was no evidence that the regular English FEP students were "dumped" in these rooms because of low performance. In fact, another research report that included these same students showed them to perform slightly above the level for all FEP students in the district.

Finally, although this is a reiteration of a previous section, it should be emphasized that the district attempted to install a single English curriculum and adhere to it as nearly as possible. This allowed for coverage of scope and sequence. Not teaching LEP students English reading until late second or early third grades partially upset the system but the district was going by theoretical writings about transfer of reading skills from one language to another and expected the students to catch up in later grades. There is, however, some evidence which suggests that this theory is faulty. Further, the transiency of the students, and especially of the migrants, together with some few parents removing their children from that pattern, left gaps in the sequence. As noted earlier, some reconsideration of the system, in light of recent research and the real situations of the students, should be given.

XI. MOBILIZATION OF RESOURCES

Although partially a restatement, it should be pointed out that the mobilization of resources must be viewed from some important perspectives:

- The circumstances of the community, overwhelmingly Spanish-speaking, placed some unusual demands on the district;
- The high incidence of new students form Mexico and a large proportion of migrants placed special burdens on the schools;
- The district was poor -- its tax base was low;

- The federal categorical program assistance helped greatly but seemed insufficient when compared with the funds some other districts received; and

- The state categorical and consolidated application funds were also of enormous assistance but, in the case of bilingual education, appeared to be disproportionately low.

The sum of these conditions was that the district had to provide many expensive services with very restricted resources. The organization of the services, then, reflected an attempt to deliver some assistance to every child who needed it through one or more of the federal, state, and district programs.

XII. LANGUAGE INSTRUCTION

Three separate language instruction tracks were available within the system, although none of the three was mutually exclusive from the others. Some crossovers occurred through the grades, primarily because the students and/or their parents chose differing options. Other changes were built into the system.

Spanish:

K-2: Spanish monolignuals and dominants (Spanish literacy thrust with ESL)

3-6: Spanish monolinguals and those LEP students with continuing severe problems (pullout assistance)

7-8: Spanish monolginuals and any student that chose to enter the specific Spanish language arts or courses taught in Spanish. (The rest of their classes had to include ESL and/or regular English instruction. Some courses were taught bilingually. Remedial reading was also available.)

9-12: Spanish monolinguals and any student that chose to enter the specific Spanish language arts or courses taught in Spanish. (Spanish monolinguals also took a two-hour block in beginning English skills. Spanish-dominants were placed in ESL. Both groups could take courses taught bilingually and/or in English.)

Bilingual:

K-6: LEP and FEP students who chose this route received literacy instruction in both languages and were taught subject matter at least partially in both.

7-8: LEPs could enroll in bilingually taught subject matter courses part of the day, usually chose a Spanish language arts course, and had to be in English language arts and/or ESL. Remedial reading was prescribed for those needing it. FEP students were expected to enroll in courses taught in English, English language arts, and some chose a Spanish language arts course.

9-12: Many subject matter courses were taught bilingually and chosen by Spanish dominants and some Spanish monolinguals. They had to enroll in the beginning English, ESL, or regular English language arts depending on their ability and their choice. FEP students were discouraged from enrolling in the bilingual courses but some did enroll.

English:

K-6: Two provisions were available for monolingual English speakers or any others whose parents chose English instruction only:

1. There was at least one monolingual English room for each grade; and
2. They could be taught as a subgroup in a bilingual classroom.

In both cases they followed the regular English curriculum with remedial reading available when needed.

7-12: English language arts and subject matter taught in English were provided for every appropriate required course. Remedial instruction was included when necessary.

The K-2 students had to switch to the bilingual track when they entered third grade. A few switched to the English track, by their own choice, from that point on. Some students changed from the bilingual to the English track at various points through the grades. A few in the English track entered the bilingual track at some grade, usually in junior or high school.

Although students' progress was monitored fairly closely to guide them toward greater fluency in English, there were complaints that some students with many years in the system still did not speak "good" English. Interviews with some of these students resulted in the following reasons:

- Several said they didn't need English to "get along."
- Others stated that they "did not want to speak English."
- A few said they could not learn English.

No one gave learning disabilities as a reason, but it was obvious to the interviewers that the problem existed. For example, some did not speak Spanish at the level expected for their age. Their vocabularies, grammar, and general expression demonstrated deficiencies often associated with low-ability students. (It should be noted that in this state, a parent does not have to allow a child to be placed in special education even though it is needed.)

Another portion of the group of low English proficient students was the children of migrant workers. Despite a potentially sophisticated tracking system for migrant students and efforts to enroll them in school wherever they reside, the number of days they attend school anywhere was said to be severely reduced. While some managed to keep up their academic standing, many more fell further behind. A good example of the extent of academic deficiencies of these students was that 80% of those who failed the high school graduation competency examination were officially designated as migrants.

The district had used summer schools in the past to help remediate some of the English and general performance problems (few migrants were present to attend). The district and the community stated that summer schools were of substantial assistance to those students who wanted to learn. Federal and state funding for summer session had become very difficult to obtain and the district did not have the resources to keep it going. Some teachers, parents, and community members recommended extended day and Saturday classes, but little official interest in such alternatives was manifested.

Although so far this narrative has primarily dealt with important problems. Nevertheless, the listing of them should not detract from the fact that substantial academic success has been achieved by many students. Indeed, the standardized test scores showed the district as a whole to be at about the same level as most others in that part of the state, even when compared to some districts with more resources and fewer problems. Improvement was needed -- urgently for some students -- yet the district had been able to furnish many of its students with opportunities for success in many fields.

XIII. MANAGEMENT OF FUNDING SOURCES

As much as possible, the district separated its services by classroom or by special type of arrangement. While the following description of program sites and functions is not absolute because of overlapping students and program responsibilities, it indicates the direction of the funding by source.

Title VII Bilingual: One bilingual classroom each in the K-6 grades in two schools -- full- and part-time aides, some materials, a resource teacher, and part of the director's salary.

Title I Regular: Remedial and other improvement help to any Title I eligible child in any school -- remedial teachers, materials.

Title I Migrant: Special instruction (generally tutoring) and counseling to any eligible child, plus arrangements for health, welfare, and other auxiliary services -- a migrant-designated teacher(s) in most schools, materials, counselors, service assistants.

State Bilingual: Bilingual classes in all elementary schools -- aides, materials, some administrative salary contributions.

State Economic Impact Aid (other than bilingual): Remedial assistance and some contributions to special help program personnel.

State School Improvement Plan: High school remedial and English assistance -- special personnel, aides, and materials.

General State Allocations and Local Funds: All regular classroom teachers, principals and their assistants, limited clerical, district administrators, regular texts, janitorial, building construction and upkeep.

Most students, then, were in a program funded by one source (other than the regular classroom teachers and regular administrators). A few might benefit from more than one funding source. Although rare, a child might be in a state bilingual class, receive Title I Migrant tutoring, and participate in remedial reading from Title I Regular. Few Title VII children obtained benefits from other than state/local funded programs.

The previously described sources/programs excluded free/reduced lunch (almost all the students were eligible), special and compensatory education (exclusively for officially designated students), and the specialized assistance in career, pre-vocational, and vocational programs (determined by student interest). The special education, Title I Migrant, and some vocational work was accomplished via the county school superintendent's office, as previously noted.

The system was easily explained by administration staff. They knew the programs, the combinations, and the rules and regulations pertaining to each. Instructional personnel were not always sure of the funding sources but they did not necessarily need that information to carry out their responsibilities. Not surprisingly, in view of the results of the other research, the parents and other community members, including members of the Parent Advisory Committee, knew little about funding sources. They often noted that they expected the school board and administrators to seek and manage all possible funding, therefore, the details were unimportant to them.

In general, the management of individual source funds and combinations appeared to be well though out, rationally explained, and functioning smoothly. The amount of paper work for applications identification, documentation, evaluation, and accounting was enormous. It occupied a large portion of the time and energy of the administrators. Even teachers had to spend time in accomplishing some facets of those tasks. It was the opinion of many of the staff members that most of the categorical programs did not allow sufficient management costs. The money for instruction and other services was needed; therefore, the district and its personnel were pressured to perform the non-reimbursed administrative tasks which relegated other assignments, notably supervision, to a subsidiary role. These problems were not unique to this district, but they seemed to affect it more because of its own low resource base.

XIV. ATTITUDES TOWARD THE PROJECT

Throughout this case study a great deal of information on attitudes was included or implied because it helped explain the management and instruction. That information came from two sources: the present Title VII study and a previously conducted study of client satisfaction with the educational services to limited and non-English-speaking students. The present section, then, recapitulates the attitude data from both sources.

The attitudes of students, teachers, administrators, parents, and other community members were generally favorable toward bilingual education. Indeed, they saw biliteracy as a vital part of the education for this community. Most monolingual Spanish-speaking parents and some others stated dissatisfaction with "teaching only in Spanish," and some parents in all the respondent groups felt that too much Spanish was used in the classes. The recent change to alternate English/Spanish day instruction may ameliorate the dissatisfaction, but it was too early to see the effects.

The Title VII project was viewed simply as part of bilingual education by the general public and, therefore, shared the attitudes described in the previous paragraph. The school personnel viewed Title VII quite positively and, in fact, saw it as superior to the rest of the bilingual education. That high regard derived from two sources: (1) the Title VII teachers were felt to be well prepared and most had years of service in the district; (2) the director and the resource teachers were considered to be experts in education generally and bilingual education specifically; they were termed helpful to the school system in general and were held in high esteem by the community. Two Title VII teachers were critized by a few interviewees. There was no criticism of the director or resource teachers. The attitudes toward the Title VII project can then be characterized as very favorable.

The elmentary schools in this district also enjoyed the general approbation of the staff and the community. Questions about the junior high school brought out some complaints, primarily related to discipline. More complaints were voiced about the high school, citing too much Spanish and not enough English and, as in the junior high, too little discipline. The community was concerned that, although student progress was "about what it should be" in elementary school, that progress was not maintained thereafter. Since Title VII was utilized only in the elementary schools, the positive attitudes toward it were undiminished by concerns about the junior and high schools.

XV. SUMMARY

The Title VII bilingual project funds were only a small portion of the services provided to the limited English proficient students in the district. Title I Regular and Migrant, state categorical and consolidated application, state allocation, and local funds were utilized in concert with Title VII. The district and community were poor; many residents suffered from unemployment and underemployment. A high proportion of the students were classified as migrants, and the district had the highest LEP/FEP student ratio in the state. Further, practically all the students and the community residents were Spanish-speaking. The proximity to Mexico added more Spanish emphasis.

The Title VII project in 14 classrooms emphasized Spanish literacy with ESL in K-2 and Spanish/English biliteracy thereafter. The small project staff of one director, two resource teachers, and 12 aides (the classroom teachers are district positions) provided nearly all the supplemental services to the Title VII children. Extra assistance for migrants and those in need of remedial instruction or special education was available through other programs.

Title VII was one method of delivering the needed services witin a district-determined curriculum. Heavy emphasis was placed on the acquisition of English and on general academic achievement. Some children remained in the K-6 Title VII sequence; others changed into the state bilingual or the English tracks. Because of the continuous influx of children of all ages from Mexico, those who left Title VII were quickly replaced.

All the classrooms in the district were at the peak of their funded student load in fall and spring, and overloaded in winter. The several funding sources lacked the mechanisms for needed adjustment; therefore, the existing staff had to handle more students than was educationally functional.

The district separated most of the funding source uses by classroom, function, and, when regulations demanded, by individual student eligibility. The separations and combinations formed a reasonable pattern and program management appeared to be efficient. The most serious problem was that there simply wasn't enough money to pay for all that needed to be done. The restrictions on the use of categorical funds for administration left many functions related to the programs non-reimbursable.

The attitudes toward the elementary schools, bilingual education, and Title VII were very positive. Some criticism of teaching only Spanish in some grades and too much Spanish in some others was voiced by relatively small numbers of parents and community members. While not within the purview of Title VII, but since it fed into it, the junior and senior high academic progress and discipline were seen less positively.

In summary, the Title VII project contributed a considerable, albeit insufficient, help to the programs for limited English proficient students in the district. The Title VII program was well planned, mostly well executed, and well received by the community. The Title VII and other program staff members worked closely together to furnish the best services possible within the restricted resources.

CASE 22

AN ASIAN MULTI-LANGUAGE PROJECT

I. CONTEXT OF THE SERVICES

The district served a large, English-speaking city population adjacent to a still larger, similar metropolitan area. More than a decade ago, the Rom (Gypsy) residents were pressured to send their children to school more regularly. The Rom countered with complaints that their children spoke Romany and little English, and that schools had no staff to help the children make the transition. At the time when a determination was being made on the number of Rom children who were limited English proficiency, a Spanish language group (about evenly divided between Cubans and Mexican-Americans) began to enter the schools. Separate projects were set up for the two languages. The Romany project had many problems, including administrative difficulties, and failed. The Spanish program, on the other hand, succeeded and the children moved into the English mainstream rapidly and well.

During the latter part of the Spanish program, a new language group, Korean, became an important segment of the community. The early Korean immigrants were mostly well educated in their own country; many Korean university graduates were among them. They quickly organized a Korean Society, still functioning well at the time of the Study, and they demanded fully biliterate Korean/English programs. A nearby university became interested and developed materials, Korean language courses, and trained teachers and aides. The Koreans continued to arrive in the area and although the composition had changed more toward laborers, the drive for a good education did not diminish. The Korean/English program succeeded extremely well in the schools and many of the children were among the top achievers in the district. The program was still in full force in 1981.

In September of 1979, the district identified 198 limited English-speaking students, nearly all of whom were Koreans. The Indochinese refugees began arriving that fall and by February 11, 1981, the LEP student count had grown to 673 and showed no signs of decreasing (5 entered on Feb. 10, 4 more on Feb. 11). The refugees, in order of the numbers enrolled, spoke the following languages: Khmer, Lao, Vietnamese, Akha, Hmong, and Thai. During the same period, others arrived who spoke Spanish (Cuba and Central America), Farsi (Iran, Iraq, and Afghanistan), Cantonese, Burmese, Arabic, Amharic (Ethiopia), Japanese and Niger-Congo languages.

II. THE STUDY SITE

The sample district boundaries coincided with the limits of a city having a large population sprawled across a peninsula with a very large geographic area.

The central city area contained port facilities, businesses, service institutions, and many old but well kept homes. Most of the recent growth in housing consisted of one-family dwellings on large lots or small acreages. About 25% of the people had resided there for generations; 50% moved there during World War II and the decade thereafter; the remaining 25% came in the last 15 years. The population was predominantly White, English-speaking, middle-class, with nearly everyone high school graduates or above. The second largest group was the Koreans, making up about 15% of the inhabitants, most of whom worked in businesses and the professions. Blacks and Spanish-speakers from several nations made up a high proportion of the dock workers even though their percentage within the entire city was low. The more recently arrived groups, the Indochinese refugees, worked in a wide variety of laboring jobs; a few that had acquired more English were penetrating clerical work in businesses, industries, and especially the military bases. Many recent arrivals were still on welfare.

III. THE SCHOOLS

The district could be described as taking a moderately conservative stance toward education in that it was very concerned with academic performance, but it had shown willingness to innovate to achieve its goals. Every school had solid language arts and mathematics programs, coupled with strong offerings in science, health, and social studies, and yet had managed to keep some study of art, music, and crafts. It also had substantial courses in career, industrial, business, and vocational education. The students were well behaved in the classrooms and halls, and on the playgrounds; still, no "oppressive" disciplinary actions were observed, even in the high schools.

The schools varied considerably in age, from turn of the century to new construction. They were maintained well, attractively painted, and very clean. The lighting was good to excellent. Heating was satisfactory.

The district and school administrators were friendly, efficient, and well versed on the major variations among the programs. One notable characteristic was their pride in the schools, teachers, and students. They were unusually satisfied with the bilingual program; the high success with the Korean students was frequently cited as having built a favorable environment for working with limited English proficiency students.

Most of the teachers were fully certified, including those working with the Title VII students (in that state, the bilingual certificate was provisional and converted to a regular certificate after one year of satisfactory classroom performance and passing the regular examinations and courses). All ESL teachers had been trained in that discipline. All the teachers of Korean were fully certified, and the teachers of Vietnamese, and the aides, were pursing courses toward that goal. Teachers of Khmer and Lao were also working toward certificates. A multilingual, fully certified Chinese teacher was available to help those students even though their languages were not taught in the public schools (private, part-time Mandarin instruction was provided nearby). No Hmong, Thai, or Burmese teachers had been found but community persons came in to assist students who spoke those languages; those languages were not taught.

Salaried aides worked in many programs, including bilingual education. A few volunteers devoted a great deal of time to the classes; others could help occasionally.

The board members were strong advocates of excellence in education. The board member who was interviewed expressed pride in the schools, confidence in their ability to educate the limited English proficient students, and support for bilingual education.

IV. THE TITLE VII PROJECTS

The bilingual and ESL efforts were funded by two Title VII grants, Indochinese Refugee Act funds, state bilingual monies, and contributions from district taxation amounting to more than 50% of the costs. All of these were meshed together to form a continuous progress system; thus all of them must be discussed in the case study.

The Korean program, only partially funded by Title VII, was a complete biliteracy system from kindergarten through high school. Many of the Korean residents lived in the catchment area of one school and it therefore offered a Korean/English program from kindergarten through sixth grade. The other Koreans lived in the catchment areas of several elementary schools; one of those was designated as a cluster school for the Korean program and students were bused there from the other schools. The combination of the two made it possible, then, to have fully certified Korean bilingual teachers, as well as special assistance, available as needed. One junior high and one senior high school were designated for the Korean program and specialized courses in culture, language arts, and literature were offered in both. Busing helped accomplish the grouping necessary to fill the classes.

The Vietnamese program was organized in three formats. In one school, a fully biliterate, nearly certified teacher taught Vietnamese reading and writing to the students in that school and any others who requested busing for attendance there. Second, those Vietnamese speakers who were new to the U.S., and who spoke little or no English, were bused into a newcomer school. There they received assistance through oral/aural Vietnamese and were in intensive English as a second language courses. Vietnamese culture was taught to this group. They were expected to transfer back to their regular schools as soon as they learned enough English. The third track was comprised of those students who spoke some English. Those children were given special English help in their regular schools, as well as remedial instruction.

The Khmer- and Lao-speaking elementary children who spoke no English were also bused to the same newcomer center as the Vietnamese. There, several kinds of English assistance were given, oral/aural Khmer and Lao were used, and the children in the upper grades who knew some reading and writing in their languages were helped to further those skills. Many of the Khmer- and Lao-speaking children had never been to school previously, however, so that they had to be taught not only English but the very basics of being in a school. For those students, reading and writing in Khmer and Lao was omitted. University graduates, who did not yet possess the state teaching certificate but who were working toward it, worked with the children on subject matter courses and with those who were continuing reading and writing in their languages. Khmer- and Lao-speaking aides were with these students all day or were available to assist when an ESL teacher needed it. The children in this center were expected to transfer out to their regular schools as soon as they had learned enough English so that they could profit from instruction in that language. Many Khmer- and Lao-speaking elementary children were already in their regular schools. There, they received special help in reading, mathematics, and in ESL. Aides were used for those schools.

Only a few Hmong-speaking children were enrolled in the district. None of them had had previous schooling. Some spoke a small amount of Vietnamese, Lao, or Khmer; thus the teachers and aides for those languages could help them in most of the lessons. They were enrolled primarily in ESL and beginning learning exercises. The district had located one person that spoke some Hmong, although not fluently. That person moved from school to school, helping as he could.

A few Burmese- and Thai-speaking students were attending the district schools. If they spoke some English, they were included in the regular classes and given assistance through ESL, and remedial reading and mathematics. The few who spoke no English at all were sent to the newcomer center for the intensive ESL program there. These, too, would be transferred back to their regular schools when they had acquired enough English. The limited English proficient students for all other languages were placed in regular classrooms where special ESL and remedial work were given.

A secondary-level newcomer center was also operated by the district in one of its high schools. Students who did not know enough English to be able to function in classes taught in English were bused to that center. Vietnamese, Lao, and Khmer programs were maintained. Some Hmong, Burmese, and Thai help was also available to the few from those language groups. The students were of two distinct groups; a few who had had some education in their own language and many who had not. Literate Vietnamese, Lao, and Khmer teachers taught mathematics, science, and social studies in their language; those who knew some reading and writing were helped to progress in those skills. Beginning ESL, slightly more advanced ESL, English reading and writing, and "living skills in English" were taught intensively by teachers, aides, a volunteer, and a practice teacher.

Instruction was given in multiple-level classes rather than in grade-by-grade groupings. Hmong, Burmese, and Thai speakers were given some help in their own language. This help was minimal because qualified aides could not be found. All the students took physical education with the regular high school students and some were enrolled in vocational classes. It was expected that they would move into other English language classes as fast as they acquired a functioning level of English. Vietnamese, Lao, and Khmer cultures were taught separately to those groups.

The speakers of other languages among the junior and high school students were enrolled in regular English classes, ESL, and remedial reading and mathematics. They also received some individual assistance when that was needed.

Finally, specialized materials development was provided in Vietnamese and Korean through two part-time central office staff. Both persons were working on advanced degrees, were fully literate in their own language and in English, and had served some time in the positions. They had acquired materials from several sources and had developed others themselves. A Mid-West materials development center had furnished many valuable instructional materials in Vietnamese, Lao, and Khmer. The Korean government had contributed some useful items, especially on culture. The part-time specialists served half of each day as teachers in the several schools where not enough help was available. This work schedule reduced the amount of materials they could create but it allowed for the use of their teaching skills where they were needed.

V. INSTRUCTION

As the discussion of the organization of the programs and schools suggests, a wide variety of approaches to instruction were utilized. These were necessitated by differing enrollments by language, the state of the students' English and primary language abilities, and by the availability of qualified teachers and aides. Two other factors were involved in the way the instruction was provided. First, the target languages were sufficiently different that multiple language groupings would have brought unnecessary complexities to the instruction. Second, the term "Indochinese," although it has some historical significance, is nearly meaningless as a grouping strategy. Each of the Indochinese peoples is linguistically, ethnically, and culturally distinct from the others. Those differences caused the students to associate primarily with their own language group and to feel more confidence in their attempts at learning when they were not mixed with those of other languages. These factors, and the details of how the instruction was actually carried out, demonstrate that the district, the schools, and the Title VII projects had sought several ways to accommodate the implementation for the best possible results.

VI. PULLOUT INSTRUCTION

In most of the schools in the district, there were too few children to offer in-class bilingual instruction. Further, even though there were several children that spoke the same language, they were in different grades and at widely varying progress points in English and their primary language. Small groups of students were pulled out in those schools (excepting the newcomer center schools), for the following instruction:

- Korean language arts;
- Vietnamese language arts;
- English as a second language;
- Remedial reading and mathematics;
- Help, including tutoring, with other subjects; and
- Lessons on culture.

The pull-outs ranged from 35 minutes to two hours, depending upon the needs of the students and the subjects to be taught. One group of Koreans, for example, were taught Korean reading, calligraphy, and mathematics in a two-hour session. Beginning ESL pull-outs were also at least two periods in length. Remedial instruction tended to be for shorter lengths of time, as did tutoring in other subjects. In the one school in which Vietnamese reading and writing were taught, the students worked first with a bilingual teacher and then with an ESL teacher without returning to their regular rooms. Even in ESL, however, there were wide differences among the children and some were able to receive help with mathematics, science, and social studies vocabularies within the context of the lessons in their regular classrooms. Thus the functions of the ESL program were multiple: increase the acquisition of English and move the children further in their specific subjects.

In other schools, the Vietnamese-, Lao-, and Khmer-speaking children were pulled out for more ESL, remedial reading, and assistance with the other subjects. Most of those students had some grasp of English and were pursuing the regular English curriculum. The pull-outs in those schools were not limited to the Indochinese; any student that needed ESL or remedial instruction was scheduled into the appropriate pull-out grouping.

In the elementary and secondary newcomer centers, some out-of-class groupings were used. When the aide who spoke some Hmong came to the center, for example, the students that spoke that language went with him for special learning exercises. Similarly, students who were ahead of the others in their class in English or another subject, or who were seriously behind, were sometimes taken elsewhere to receive individual or small group help. These arrangements were not common in the newcomer centers but they aided in the provision of the best services the district could offer.

As with many other sites in this national Title VII study, the regular teachers saw the advantages to pull-outs but were not satisfied with their services to the youngsters when they were removed from their classes too many times or for too long a period, or when various groups of children left at different times during the day. They complained that such arrangements made it difficult to progress logically through sequences and maintain the scope of instruction, not only for those children pulled out but also for those remaining in the room. The problems were real and the district and the Title VII projects attempted to minimize the out-of-class instruction.

While there was some variation in the quality of the pull-out instruction, it generally could be judged as superior. The teachers and the aides had been trained in ESL methods, had useful materials, and carried out many kinds of practice exercises. The main difference was in the demands on performance by the children; some required exact pronunciation and enunciation, others allowed close approximations. Unison recitation was preferred for the early ESL students; those further along were involved in both unison and individual recitation. A major characteristic of the pull-out ESL, as well as that given in class, was tying oral/aural lessons to the written language. Additionally, concrete to abstract techniques were used and when possible, definitions and translations from the student's language were also employed.

The researcher for the Study at this site spoke none of the target languages. He therefore sought information about the fluency and literacy in the primary languages utilized by the teachers and aides. The Korean was uniformly rated very high except for one Korean-speaking Anglo whose Korean was judged as very good. One pull-out Vietnamese teacher was said to be fully literate in that language; most of the others in the elementary schools were described as "fairly literate," but totally fluent. Some problems were noted with the literacy levels of the Lao and Khmer aides in the elementary and secondary schools, but the few teachers were judged as literate. No Hmong, Thai, or Burmese literacy capability was available, and even fluency was doubtful except with the volunteers.

The progress of the pupils in the pull-out instruction varied with the level of the classes since they had, for the most part, been grouped according to ability in the targeted subject. Generally speaking, the Korean students' English was at or above the level that would be expected from their exposure to the language. Their mathematics skills were very high. The teachers reported that their Korean students differed substantially within a grade, mostly based on the amount of schooling they had previously had in the language. The performance of the Indochinese students was even more diverse. Although a few were making good progress, the majority had had such a short time in the district that they had gained little proficiency in English. Similarly, since few of them had systematic instruction in their own language, their skills there were for the most part weak. They were reported to be making better gains in science and mathematics but all the instructors noted that these students had a great deal of difficulty with social studies. They had had little or no background in history and government previously, and many of the concepts were beyond their comprehension at this stage. Viewing all the subjects, less than 20% of students were expected to complete the work for the grade in which they were enrolled in 1980-1981.

VII. BILINGUAL CLASSROOM INSTRUCTION

The in-class bilingual instruction was less diverse than were the pull-out lessons. The main differences lay between the regular school bilingual program, entirely Korean, and the newcomer centers with the several Indochinese languages.

The bilingual Korean/English elementary program classes all had Korean teachers who were completely biliterate. Their English was perfect or nearly so, and their Korean was said to be equally good. All of them were fully certified; in fact, there were Korean teachers teaching regular, monolingual English classes. During the same day, classes were taught separately in English or Korean. Only occasionally was it necessary for a teacher to use a few words in Korean and that usually occurred in social studies. No English was spoken during the Korean classes except for one student in one class. He had entered bilingual education after two years in monolingual English classes and he developed the same level vocabulary as the other students. Korean calligraphy was taught, and some outstanding student work was observed, even in some primary rooms.

At the secondary level, all subjects were departmentalized; thus Korean and English were totally separated. Korean language arts were combined with the teaching of culture. The social studies materials were used as the vehicle for the main work in language arts. Grammar and calligraphy were taught a part of each period. Science and mathematics vocabularies were also introduced in the language classes so the students could function well in those subjects in Korean should the need arise. Korean literature was used in the language arts classes in junior high school, but were separate subjects offered for two years in the high school. The Korean language arts were conducted much as those in English, concentrating on vocabulary expansion, spelling, grammar, comprehension skills, and narrative writing. The students were reported to be somewhat below where they would be in Korean language arts in Korea but making excellent progress. They were observed functioning at a very high performance level in the English and regular courses. The teachers and the principals cited them as considerably above average in those courses.

Only a few bilingual Korean/English students were pulled out for special instruction. Only a few relative newcomers in the elementary school were receiving advanced ESL and still fewer were in remedial reading. The in-class groupings generally took care of these exceptions. Occasionally, a secondary student was being assisted in these same materials. Most were reported to advance past that stage rapidly.

The bilingual instruction for those children who spoke the Indochinese languages varied as much in the classrooms as it did in the pull-outs, although multi-age grouping by performance level reduced the differences somewhat. All of these classes were in the two newcomer centers and their arrangements were predicated on near immersion in English for a portion of each day and sufficient instruction in their own languages so they could advance in the subject matter. Learning skills in their own language arts were definitely secondary to the other two objectives. Again, this was partly due to the immediate need for English skills and in part to the level of literacy in the languages by the teachers and aides carrying out the instruction.

The course work observed included: reading, writing, and mathematics in Lao; social studies in Vietnamese; mathematics in Vietnamese and Khmer; number concepts in Hmong. Only two Vietnamese, one Khmer, and one Lao were said to have any appreciable knowledge of reading and writing in those languages. They spent a part of each period assisting other students with the work.

All of the English instruction in the newcomer centers had the problem of too many levels. However there was no remedy available. New students came into the classes on the observation days and most of them had no English skills. As the teachers and the aides already ad a heavy teaching load, no new classes could be created for these students. They had to be added to the already functioning classes and in part handled by individual and small group assistance. The ESL work was generally the same as that described for the pull-out instruction. Only one teacher appeared deficient in her skills; she repeated technical linguistic terms and explanations that would have been difficult for monolingual English speaking students and could not understand why the material wasn't being learned. The recitation was held both in unison and individually, and was frequent. Student pronunciation was expected to be quite close to that of a native speaker.

Many materials had to be created for the secondary classes even though some had been found and purchased from federal centers and commercial sources. Each teacher produced some practice exercises; the specialists from the central office and the head teachers at the newcomer centers developed others.

In summary, the Korean program had benefited from the several years it had been in operation, from the certified and fully biliterate teachers, and from the strong family and Korean Society support for that program. It was clear that whatever problems arose, they could be dealt with quickly and well.

The Indochinese programs, of course, had few of the Korean resources. Moreover, most of the students had arrived only recently in the United States and they suffered not only from educational deficiencies, but also from economic and psychological problems. Years as refugees in their own country, in other countries, and in the refugee camps in the U.S. had denied them many developmental opportunities. Despite all these problems, the district had thought through the possible alternatives to their education carefully, had tried some old and new methods, and was pursuing the tasks diligently. It was clear that this dedication and hard work would show results in a relatively short period of time.

VIII. ENGLISH AS A SECOND LANGUAGE

The previous discussion of the project and the instruction illustrated the major uses of ESL in the preparation of the limited English proficient students. It was found in three forms that depended on the organization of the delivery of services: in-class provision in self-contained classrooms; pull-outs from the regular classrooms, whether bilingual or monolingual; and special classes in the newcomer centers. The duration and intensity of the ESL instruction varied with the stage of English development of the students.

The in-class provisions in self-contained classrooms were primarily utilized when the students had gained a considerable amount of English ability, but still needed additional assistance. The teachers themselves carried out some of the activities and in other cases the students were grouped together in the class and helped by an aide. Skill reviews, vocabulary exercises, tapes, and other supplementary materials were used for this purpose. Accuracy of pronunciation, enunciation, and general expression was monitored closely. The modeling was careful, but not at the same intensity as in the other ESL forms.

These students were in rooms with many fluent English speakers, were pursuing the bilingual or monolingual curricula, and therefore were subject to a high degree of English exposure throughout the day.

When several children at the same grade in the same school had similar problems, and when ESL teachers or aides were available, the district provided for pull-out instruction. Usually these pull-out groups contained more than one grade since they were organized by English ability. The instruction was from 35 to 50 minutes long and was conducted in a special room in which a wide variety of ESL materials and aids was housed. Two separate efforts were discernible in the lessons: systematized English development, and assistance with the particular vocabularies of the lessons in the children's regular classes. The systematic work included word attack skills, vocabulary development, association of oral vocabulary with the written form, sentence construction, substitution drills, and general comprehension. The teachers and aides were skilled in the ESL work and generally provided a high level of practice within the lessons, utilizing modeling followed by unison recitation and individual responses. The students appeared to be grasping the materials and to be progressing at a reasonable rate for their stage of English acquisition. Most pull-outs had the problems of differing abilities within the groups, despite the efforts of the personnel to group students by ability. The subject matter assistance was keyed to the in-class instruction. The ESL instructors consulted frequently with the regular teachers and worked with the specific materials needed for advancement in the subjects. This facet, i.e. frequent consultation with the regular teachers, was cited by both the principals and the regular teachers as a very strong aspect of the ESL work.

The ESL work in the newcomer centers was in several formats and delivered to differing groups of the students. As previously noted, the students from the Vietnamese, Lao, and Khmer languages preferred working in groups of their own ethnicity. The early elementary children seemed to object less to multi-ethnic groupings and some of that was done at that level. Older pupils, however, especially in the high school, were reported to work much better when grouped ethnically. Additionally, the newcomer centers were able to provide some help in the separate languges, thus ethnic groupings lent themselves better to translations, explanations, discussions to increase the understanding of the materials in the language of the pupil. When large numbers of one group existed, subgroupings by English ability were formed in order to concentrate on the skills needed, although "beginning" and "somewhat advanced" designations were about all that could be managed within the teaching resources of the centers. Students beyond those levels were transferred to their regular schools.

Three instructional foci were identified: life vocabulary skills, systematic ESL lessons, and assistance with the vocabularies of the subjects the students also studied in the centers (science, social studies, mathematics). The life skills included the names of the parts of the body, clothing, foods, transportation, and the city. Colors, verb tenses, pronouns, adjectives, and numbers were introduced and practiced first separately, and then in substitution drills. In general, this focus stressed acqusition rather than accuracy of pronunciation. Written vocabulary was utilized and some sentences were provided through work sheets. Students were asked to use complete sentences and questions. The "beginning" group, as would be expected, had a great deal of difficulty in recalling all the material in a short span of time. But they were making progress. The use of concrete to abstract approaches (actual articles, pictures) apparently helped. Word/picture cards, games, and work sheets supplemented the oral/aural instruction.

The systematic lessons were in two formats: a commercial set of materials and others designed by the teachers. Word attack skills were stressed, but within whole word and sentence contexts beyond the initial memorization of the sounds, that is, absolute phonetic approaches were subordinated to vocabulary acquisition. This was described as necessary since phonics drill tended to bore the students and result in only partial learning (this was especially true for the secondary students who had a great deal of difficulty in applying detailed work attack skills). Modeling was at a much higher level within the systematic approach than it was in the life skills work. Similarly, pronunciation and enunciation were expected to be more nearly correct. Both unison and individual recitation were used. Listening/reading centers were provided and students, grouped by English ability, worked there.

During a portion of the ESL lessons, smaller subgroups were instructed separately, allowing for individual needs and for specialized assistance.

Some of the systematic ESL was conducted by specialized ESL teachers, whose work included both centers, and some was done by the center bilingual teachers and aides, and a practice teacher. Most of them had quite high capabilities in ESL; one lacked some comprehension of the level of understanding by the students and two others had some difficulties with English pronunciation. When the bilingual teachers and aides performed the ESL work, they used translations from the languages and explanations in those languages when necessary. They obviously tried to minimize these in order to create an immersion in English atmosphere during the period.

The center teachers and aides also taught the regular subjects during a part of each day, especially mathematics, social studies, and some introductory science. While the majority of that instruction was in the native language of the students, in every case English vocabulary was added in to further the technical word acquisition that, of course, was unlikely to be included in the systematic ESL work. When the English vocabulary was included, the words were written on the board and some practice in saying them was conducted. Social studies English vocabularies were particularly common in the classes; the teachers explained that many of the students had no equivalents for them in their own vocabularies and that is was necessary to introduce the English term and explain it; translations were of little use in those cases.

Although this is a reiteration, it is important to note at this point that many of the students had little or no previous education. Learning skills themselves had to be taught. Use of time, dedication to tasks, neatness, responsibility - all were needed. Students were unused to sitting, to being confined to single tasks. Restlessness was observed in many students within a few minutes after each task was begun. The teachers allowed some movement within the classroom to help alleviate the problem; they also changed the type of activity frequently so that the attention span and the required time to complete a job were not carried beyond what the students could readily stand.

It must also be noted that there was some problems of the "expectations" of the students. Many had suffered years of travel and existence in refugee camps, at abject poverty levels, in order to get to the United States. Even once here, it took some time for them to be placed and arrive at their locations. The very high expectations, nurtured over the years of deprivation, for life in the United States, were not yet fulfilled. Poverty still had to be endured, jobs were hard to find, and communication, because of the English deficiencies, was severely constrained. These factors combined to create some sense of disappointment, of frustration, with themselves and with the system, especially among the secondary students. School personnel recognized the problem and combined a great deal of counseling into the program. They also explained that much of the difficulty of integration into the economic life of the United States would depend on their acquisiton of English. The pupils were able to state agreement with the explanations but their feelings were still subject to depression. Despite this aspect, the students mostly worked hard; they seemed to be trying. It was a major factor in the conduct of the program and the initial success of the students. The personnel hoped that the conditions, and thus the students' emotional traumas, would be improved through the efforts of the resettlement agency, the schools, and the community.

The discussion of this problem has been included in the English as a second language section of this report because the adjustment difficulties were particularly noticeable during those lessons. Apparently the enormous tasks in the acquisition of English, and the students' relatively low level of usage of English, increased their feelings of frustration. Little emotional disturbance could be perceived during the lessons in their own languages. The project and other agencies were applying all their resources to the resolution of the conditions that fostered the frustration. It appeared to the researcher that there were few other alternatives. As a medium range goal, the concentration on teaching English so that the students could function better in the school and the community, while at the same time helping them with some of the other academic skills, was the only combination available to the district.

IX. REMEDIAL READING

Remedial reading assistance was available for all the students in the district, not just those in the Title VII projects. Specialized teachers had been hired and their services scheduled to make maximum use of their time, even when they had to move from school to school. Their classes, mostly pull-outs as described before, emphasized individualized instruction and helping with the specific problems of the students. The classes for the teaching of reading in the newcomer centers took both a "new reader" approach and remedial approach. The work was closely tied to the ESL instruction, to the regular curriculum level when applicable, and to the general improvement of reading. Writing was introduced as a part of the remediation in order to give a more complete language arts approach. The combination, especially for those that acquired some functioning abilities in English, appeared to be improving their reading well.

Although equally applicable to the bilingual instruction, English as a second language, remedial reading, and regular reading instruction, observations during the remedial reading work emphasized another problem that was not easy to quantify at the time, nor will it be easy to solve for some time. The problem was that some children appeared to the researcher to have learning disabilities that were not associated solely with the lack of English proficiency. Obviously children that have suffered severe physical deprivation and enormous emotional upheavals may appear at the beginning to have general learning disabilities. Those conditions make assessment, at this time, problematic at best. Too, the lack of previous education clouds the issue. Nevertheless, even when taking these into account, some of the Indochinese refugees' responses to the instruction were minimal, almost negligible in a few cases. Even one-to-one instruction of well delivered, simple lessons produced nearly no learning. An official designation of a number of the students as special education was out of the question at the time of the observations. The state rules on assessment and processing simply could not be applied yet. The problem existed, however, and the district and the project will necessarily have to deal with it in some fashion soon. The inclusion of these children in the regular classes diminished what could be accomplished with the others. They needed special attention that the available funds and procedures could not accommodate.

X. REGULAR ENGLISH INSTRUCTION

The Koreans, in schools and grades in which bilingual self-contained teaching could not be done, were in regular curricula; they were served in Korean via pull-outs. Observed in their regular English classrooms, their performance was mostly at level with the other students and in some cases above. The teachers reported them to be particularly good in mathematics and that their hard work and dedication often resulted in their receiving higher grades than those that had no language problem.

In most of the schools, as noted earlier, the Indochinese children were enrolled in regular English instruction for a part of the day and in specialized assistance the rest. The district and the project had attempted to place them in classes with at least their approximate age groups. A few students were far enough along in their English acquistion to be able to profit from some of the activities with the regular students. Many others, however, could not participate in anything except physical education - and even that was difficult when organized activities demanded instructions on how to carry them out. The final result was that these children normally had to be organized in small groups and the teacher, or an aide if one was available, had to teach them separately. In cases where several levels of performance and English ability existed in the same room, as was often the case, additional instructional burdens were placed on the teachers. Remedies were difficult to devise. The newcomer centers were designed primarily to help the children get started. Segregation was seen as advisable only for the shortest time possible. While the "not to exceed one year" rule was in keeping with that policy, it should be reconsidered in some cases. Because of the extreme problems of the Indochinese refugee children, a second year might reduce some of the frustration of the children and at the same time, somewhat reduce the instructional overload of the teachers. Since the newcomer centers are relatively expensive to operate, such an arrangement would necessitate more funds from the Indochinese Refugee Act and/or Title VII. The reductions in local and state funds for such purposes would not allow those monies to be stretched beyond already strained limits.

XI. MOBILIZATION OF RESOURCES

A great deal of information about the mobilization of the resources available to the district has already been included in the discussions of several aspects of the implementation and organization of instruction. Resources already described, resources, then, will only be briefly reviewed here so that the other resources can be highlighted. Whether in restatement or as new material, the mobilization of resources must be seen in light of the district's determination to offer full and excellent education to its children. That, plus its willingness to innovate to achieve it, set the stage for the activities of the Title VII projects and of all the other funded programs.

XII. LANGUAGE PERSPECTIVES

The district had mobilized several resources to achieve high English proficiency in the pupils. At the same time, it offered some opportunities for biliteracy when that was feasible. The Korean program had no major obstacles; biliterate certified teachers were available, the elementary pull-out plus bilingual classrooms where possible solved most of the numbers problems, and the K-12 emphasis gave both scope and sequence to the Korean instruction. The students in the program were succeeding unusually well in English and they were additionally gaining literacy in Korean.

English as a second language and other English acqusition approaches were the main focus of instruction for the Indochinese refugees. Those that had been in the district for some time had responded reasonably well to those approaches. The relatively recent arrivals appeared to be achieving some success. Vietnamese, Lao, and Khmer were used in the instruction of some subject matter and to facilitate the comprehension of the instruction in English for those students still in the newcomer centers. Some Vietnamese, Khmer, and Lao were taught in the centers also but the number was limited due to the level of performance in those languages. Most of the children were illiterate in any language. In one school, several children that possessed some literacy skills in Vietnamese received instruction in it. The combination, dictated by the circumstances, appeared to be reasonable for the most rapid progress possible of the children.

Children who spoke Hmong, Thai, Burmese, and other languages were very few in number. No Hmong child had any literacy skills in this language. No teacher had been found for any of these languages and even aides were very difficult to locate. Some part-time assistance with Hmong had been made available. The concentration on English approaches, then, appeared to be the best alternative.

The language perspective must also take into account the K-12 opportunities for improvement. The district, through mainly its own funds, but also with some assistance from Title I funds, provided a full range of remedial instruction at every level. The district had a recognized scope and sequence for the language development of all pupils. The extra assistance furnished, then, was an adjunct to that central thrust. As a system, the combined bilingual education, English as a second language, and remedial instruction came together with the regular instruction to provide a thorough set of opportunities.

XIII. COMMUNITY RESOURCES

One of the unusual ways of mobilizing the community was the utilization of the Korean Society as the parent advisory committee. The district had initially organized the usual type of parent advisory committees for the Korean program. The Korean community had already organized itself, however, to perform many of the functions of such a committee. Selecting certain members of that society as a committee did not operate well; the members felt compelled to confer with their colleagues in the society before making decisions or recommendations. The fragmentation of the society's functions was seen as "foreign" to most of the members -- "unAsian" was the term applied to it. The district, then, tried working directly with the Korean Society as a form of a parent advisory committee. Both the district and the Korean community were much more satisfied with that arrangement and it had continued for some time in that format.

The question of how to incorporate members of the other language communities into the advisory committee was a difficult one. Their languages, of course, have no relation to Korean; their customs are also quite different. In essence, neither the Koreans nor the other language groups were interested in a multi-language advisory group. Because of the success of the work with the Korean Society, the district was interested in helping other language groups to organize themselves in a similar way. There were severe problems, however, that hampered such development. One of the major factors was the low economic level of the members of those groups. They had only recently arrived and were dedicating their efforts to improving their standards of living. They had little time or energy available to involve themselves in forming such a society - or even a committee. Second, although a few had some education in their own country, most had nearly none. They thus felt incompetent to deal with details about the educational program or the system. Further, they said that they viewed their possible participation as "interference" with the authority of the schools. Consequently, the district had experienced considerable difficulty in setting up and operating advisory committees for the several languages or for the Indochinese group as a whole. They were still attempting to foster a society for each, as well as trying to obtaining some participation in a committee. But the personnel reported that they had by no means been successful to date. They continued to exert efforts in behalf of some sort of advisory group.

The district and the projects had had considerably more success in obtaining aid for individual and classroom instruction. Several funds helped pay for much of the assistance and that, in turn, helped the economically depressed Indochinese communities. Other community members, however, had been convinced that they could help as volunteers. While that help was limited by available time, and their educational level, it did make some important contributions. Further, some members of the Anglo community were furnishing volunteer help to the programs. That assistance, even though relatively small in amount of time, was one additional resource to the instruction.

The project personnel were also attempting to enlist assistance from other agencies. For the older students, Comprehensive Employment and Training Act (CETA) opportunities had been used in a few cases, although that source was expected to be reduced along with other general governmental reductions. Contact with some other youth employment/training activities had also been made and although they had not yet produced concrete assistance, negotiations were in progress. Cooperation with church groups, civic organizations, and some charitable entities had produced some specialized help for the students, mainly clothing, school supplies, and health improvement services. While none of these was great by itself, the combined contributions had helped resolve some individual problems.

XIV. FUNDING SOURCES

The district had two Title VII projects. One covered the operations of the newcomer centers and the other was utilized for the other activities. They were separate because the newcomer approach was radically different from the Title VII project already in progress when that approach was begun. They were, however, administered by a single set of project personnel in order to gain the maximum coverage at the lowest overhead costs. The same personnel also managed the Indochinese Refugee Act educational program. The other benefits from those funds were administered by the appropriate authorities.

ESEA Title I monies also accrued to the district in accordance with the regulations for that program. The students in the Title VII projects received some services through Title I in the same way that any other student qualified for the services. Similarly, federal economic impact aid funds helped in the provision of many of the general services to the district and its students; thus, the project students benefited, at least indirectly, in that the restricted resources of the district were augmented from those funds.

State bilingual education monies were also received by the district. While they primarily served other groups of students, in particular the Koreans, the additional and combined resources gave a further dimension to the assistance the district could give to the Title VII programs. That source was threatened by bills in the state legislature at the time of the research and the Korean Society had organized a massive petition, letter writing, and visit to the state capitol to obtain continuation of those monies.

The largest contributor to the education of the limited English proficient students was the district itself. The board had recognized the need to provide special assistance to those students if they were to progress at even a reasonable rate within the system. It therefore furnished more than fifty percent of the monies utilized in the program. That commitment and dedication, in a time of economic difficulties, was especially laudable.

Other monies were available and were or would be used as the students needed the help from those programs. Special and compensatory education, vocational education, and career development were seen as useful already for the Korean students who qualified. They would be used for the Indochinese students, also, when they could be assessed as qualifying or had advanced sufficiently in their initial English acquisition to avail themselves of such programs. Already some Indochinese students were participating in vocational education and it was expected that more would be able to later on.

The combination of these resources, and their mobilization by the district into a workable delivery of services, should not be taken as an indication that the programs were adequately funded. The district appeared to be doing the best it could with its resources. Nevertheless, the severe problems of the Indochinese refugees, and their educational problems were an unusually expensive undertaking. More help could have been given, including much more indivudalized instruction, if the funds had been available. Special materials were needed beyond those already located and/or developed. No specialist time could be expended on development since those personnel were already completely scheduled. Some training monies were used for the teachers and aides but more funds were needed. The development of specialized aide assistance to the speakers of Lao, Khmer, and Hmong, for example, could have been increased if money had been provided. Those assistance features could not be heightened beyond those already provided within the several resource budgets.

Finally, a pressing problem for the administration was the timing and rules by which the district received its funding, both state and federal. The regulations generally anticipate that a one-time count of eligible students will suffice for the funding of programs. As noted in the introduction, this district was experiencing unusually heavy new enrollments throughout the year. In a system that was already at peak load, the accommodation of new students into the system on a daily basis caused substantial hardships. The major effect of those hardships, since money was not available for more teachers and aides, was that the size of the classes grew continuously. While large classes are a disadvantage in providing any kind of education, they are especially detrimental when the students speak little or no English. The problem was acute in this district. Some alternatives needed to be explored concerning how to resolve the difficulties and thus provide the children with a better chance to progress in the system.

XV. ATTITUDES TOWARD THE PROJECT

While the failure of the Romany project could have left unfavorable attitudes within the community, the understanding of the part that administrative difficulties played in that failure ameliorated the impact. The considerable success with the earlier Spanish project and the very great success of the Korean program influenced the thinking of district personnel and the general community. They believed that bilingual education was a viable option for incorporating limited English proficient students into the generally excellent educational system and subsequently into the economic life of the community.

Another important factor in the positive attitudes about bilingual education and, thus, the Title VII projects was the commitment and work of the Korean Society. The community had seen a new group come into the area, organize itself to help education, and carry out many activities to the benefit of their own and other children. That experience was a continuing influence on how the schools and the city felt about helping limited Enlgish proficient children.

The competency of the district, school, and project officials was also a vital component in how bilingual education was viewed. All the interviewees praised the superintendent, the principals, and the project personnel for caring about the children, for the expertise with which they managed the resources, and for the relationships they had fostered with the several segments of the community.

Those qualities materially aided the Title VII projects as a part of the whole educational system.

The interviewees also cited another element as contributing to their positive attitudes about the project: the teachers. District and school officials were proud of their teachers, of the fact that they were certified and had received specialized training, and that they worked hard to produce the best possible education. The community members pretty much agreed with them. Occasionally an exception would be mentioned, but the overall attitude toward the teachers' ability to teach the children properly, including the limited Enlish proficient students, was very favorable.

Elementary students expressed great satisfaction with their schooling. Secondary students cited some exceptions, especially concerning certain teachers, but even they were overwhelmingly positive about their learning. Even among the Indochinese refugee students, some of whose problems were enormous, the teachers, aides, volunteers, and the programs were seen as effective. Many noted that they had not yet made much progress in English but they almost invariably blamed their own shortcomings for their stage of learning.

It must be noted that few students, parents, and other community members would speak directly about attitudes toward the Title VII projects. They saw the educational opportunities as a system, not a series of identifiable projects funded from different sources. Some of the Korean community members addressed themselves to the earlier Title VII programs, those that had helped fund the specific bilingual education of their children. The funding combination was less complex at that time, however, and their involvement as the parent advisory committee had given them greater detailed knowledge about the sources for the educational programs.

The overall attitudes toward the schools and the project were favorable - indeed, unusually positive. Few cases of such nearly universal satisfaction have been seen by the case study researcher. It must be noted, however, that the number of Indochinese refugees coming into the community and the schools had begun to be a concern for some of the community. The depression in local industry, together with the general economic difficulties being experienced at the time, seemed to some to limit the assimilation of so many nearly unskilled persons into the work force. That concern was also translated into worries about the community's continuing support of the education to the limited English proficient students. At the time of the Study, the state was considering a reduction in the assistance to bilingual education. The federal government was eyeing many reductions that would affect the economy generally, and the provision for education specifically. Although the concerns had not yet influenced the school and project attitudes to any great extent, should the conditions worsen, more conservative views were sure to be in evidence.

XVI. SUMMARY

The city in which the case study Title VII project was located was a fairly large coastal site with multiple economic bases, some of which were severaly depressed. The district, however, had experienced little reduction in tax revenues, but increases were unlikely for some time. The mostly Anglo, English-speaking population had supported the goal of excellence in education. At the same time, it had allowed a number of innovations in the schools, with bilingual education one of the most widespread. An earlier project had had two elements, one of which had failed chiefly because of its administration and the other of which had been successful, taking a Spanish dominant population to English fluency. A later Korean project, strongly supported by an active Korean Society, had also been highly successful, not only in taking the children into English fluency but also into Korean literacy. The bilingual Korean program was a K-12 effort.

The district had two Title VII projects, one that mainly assisted the pull-out programs for Indochinese refugee children in the several schools; the other was a later addition, and had helped set up a newcomer center for elementary children and another for secondary students. Since the number of LEP students had grown from about 200 to almost 700 within about 18 months, the newcomer centers were seen as the only financially viable format for handling so many children. Had it attempted to teach them in all the different schools, the costs would have been prohibitive and the amount of assistance that could be given would have been much less.

The instruction for all pupils focused on a high level of literacy in English and the best possible academic achievement. That was also translated into the goals for the Title VII projects. In most of the schools, the children were enrolled in a regular classroom and were then pulled out for specialized instruction in ESL, remedial reading and mathematics, assistance with their regular subjects, and some assistance in their language. Korean was taught in two elementary schools, one junior, and one senior high school so that those who elected Korean and English literacy had the opportunity. Vietnamese was taught to a small group in one elementary school and to some of the students in both newcomer centers. Many of the Vietnamese children were illiterate in that language and thus they were served primarily through the use of Vietnamese to facilitate their general education and through specialized English instruction. Lao and Khmer were also taught to a few students in the newcomer centers but again, many of those students did not have a basic education in the language and the demands of acquiring English and at the same time making at least some advancement in other subjects reduced the amount of literacy education that could be done in those two languages. The speakers of other languages were few in total number and were scattered across the grades and schools. Other than some volunteer assistance, they were educated mainly through specialized English instruction.

The teachers were all certified or in the final process of acquiring that document. The ESL teachers were all trained in that specialized methodology. Aides varied considerably in their previous preparation all the way from some education in their own language to a few with university degrees who had not yet been able to pass the examinations for the teaching credential. The Korean program was staffed completely by certified biliterate teachers. Only a few teachers of Vietnamese were available; none had been found for Lao and Khmer, although some were studying at the university level so they could eventually become certified teachers.

The quality of the observed instruction was very high. In the English classes, high intensity modeling and practice was universal. Some variation was allowed in the accuracy of pronunciation and enunciation, primarily at the high school level, but generally both the teachers and the aides demanded quality responses. ESL combined with beginning English reading activities to move students rapidly toward integration into the system. The newcomer centers expected to have students ready for regular English classroom enrollment after one year but there was some evidence that the Indochinese refugee problems might need more time. The newcomer center classes were organized by language group and by English ability. That combination allowed for a considerable assistance to the children both in the acquisition of English and in progress in the subjects of mathematics, social studies, and science. These children participated with the others in the school in at least physical education, and some were also in vocational education classes.

The district had mobilized resources from several federal and state acts: Title I, Title VII, Indochinese Refugee Act, and economic impact aid from the federal government; general allocation to schools and bilingual education funds from the state. Despite this seemingly large amount of outside assistance, the district still provided more than half the funds to defray the costs of the special programs for the limited English proficient children. The several programs were managed by administrators that were seen as competent, helpful, and efficient by the parents and the community, including the target groups. The teachers were seen very positively by most of the interviewees in the schools and in the community. The general attitude toward bilingual education and other special assistance to limited English proficient students was found to be quite positive with no substantial groups in disagreement. Again, the high success of the Korean/English bilingual program and the contributions of the Korean Society to the implementation of that program weighed heavily in favor of bilingual education. Many of the community people could not distinguish the Title VII efforts from the others in the combined services, but insofar as they could, they viewed it favorably.

As an overview, then, despite many very severe problems, including heavy new enrollments of LEP students, the district had made an unusually strong effort to provide education to the children. It utilized several approaches to grouping them for the delivery of services, and for the instruction itself. The quality of the Korean program was very high. That for the other languages had not yet developed to that level but the beginning efforts were dedicated to resolving the problems and to furthering progress of the limited English proficient children in English acqusition and in general academic performance. Concerns for the future of state and federal funds, within a somewhat depressed economy, were often expressed but so far they had not affected the views toward bilingual education, the Title VII projects, or the desirability of providing an excellent education to the children.

REFERENCES

DEVELOPMENT ASSOCIATES, INC. Final Report. Evaluation of Vocational Exemplary Projects (Part D) and Development of a Guide for Evaluating Career Education. Report to the U.S. Office of Education Pursuant to Contract No. OEC-0-73-6663. Washington, DC: Author, 1975.

DEVELOPMENT ASSOCIATES, INC. Case Studies of Noteworthy Projects in Bilingual Education (Supporting Volume II of "A Study of State Programs in Bilingual Education"). Report to the U.S. Office of Education Pursuant to Contract No. 300-75-0353. Washington, DC: Author, 1977.

DEVELOPMENT ASSOCIATES, INC. Development of Criteria to Measure the Extent of Implementation and the Effectiveness of Demonstration in Vocational Education. Report to the U.S. Office of Education Pursuant to Contract No. 300-78-0574. Arlington, VA: Author, 1980.

APPENDICES

GUIDE FOR CASE STUDIES

Case Study investigations will be guided by the following outline. The purpose of the case study is to provide information of a contextual nature. It should also give a glimpse of the various processes which are present in certain bilingual education projects. The outline provided below is not intended to be followed rigorously for the object is not to constrain the investigator but to guide him/her in thinking about some obviously relevant possibilities.

I. Project Background and History: How did the project begin or get started? What were the major agencies or organizations behind the project? What was the climate at the time of the project's start? What were/are the population characteristics? How was the project initially seen by the community as a whole? By the target population?

II. Language and Cultural Considerations: What were the language considerations at the time of the project's initiation? At the present time? In what ways were the target group's language and culture accomodated in the project? What role did the target group or parents play in the formation and implementation of the project? Given the community or school situation, what is likely to happen in the near future to the way the target group is given instruction?

III. Administration and Implementation of the Project: What are the salient characteristics of the project's administration? What are the appropriate or relevant methods used to facilitate the project's objectives? How do the personnel of the school/ district relate to the project? What barriers prevent growth or further development of the project?

IV. Instructional Concepts: What are the instructional concepts used in the project? How do the teaching personnel relate to these concepts? What is the origin of these concepts or practices? What are some apparent outcomes resulting from the use of these practices? Is there any attempt to adapt instruction to the cultural learning modes of the students (e.g., or are American educational models used)?

V. Resources and Materials: What are the personnel, administrative and budgetary resources available to the project? What resources are in use? What kinds of materials or resources are addressing the cultural needs of the students? What is the effect of the use of these materials or resources?

VI. Project Interfaces or Linkages: What is the relationship of the project to the other school programs? To the community? To the target population? What is the significance of the project to the community? What does the project mean to the school/district/community?

VII. Future of the Project: How is the project faring in the eyes of instructors? The school personnel? The parents? The community? What seems to be the future of the project in the school?

VIII. Personnel: Were qualified (certified) bilingual instructional personnel (in the language of the students) available at the beginning of the project, or was it necessary to train and recruit such individuals; are the Project Director, instructional personnel, and other project staff members of the same language/cultural background as the students? What proportion are?

TOPIC OUTLINE FOR CASE HISTORIES

I. Project Overview

A. Identification Information

1. Program title
2. Location name
3. Year started and expected end date

B. Background Information

1. Historical development
2. Context
   a. Community demographics
   b. Relationship of program to other programs for T7 students
3. Needs assessment: focus, methods, and priorities
   a. Extent used in meaningful way vs. a formality

C. Objectives and Procedures

1. Primary program features
2. Plans for continuation after funding ceases

D. Participants

1. Grade level, number
2. Home language background
3. Cultural/ethnic group membership
4. Special characteristics
5. Student mobility
6. Selection/exit criteria (qualifications)
7. Selection/exit procedures (test, referral, screening panel)
8. Staff satisfaction with entry/exit criteria and procedures

E. Personnel - Project Director, Teachers, Aides, Other Staff

1. Categories and number
2. Qualifications and training
3. Role relationships (e.g., how many aides per teacher, role of resource teacher)

II. Program Development

A. Planning the Program (Prior to Start)

1. Key persons/roles in major planning tasks
2. Selecting materials
3. Impact of history on program development

B. Changes/Growth in Original Program

1. Major changes, if any, and rationale for them

III. Instructional Component by Grade Level and Content Area

A. Objectives

1. Annual
2. Comparison of BE and regular student objectives
3. Objectives to meet special needs

B. Particular Information for Each Grade and Subject -- Reading, ESL, Math, Cultural Component (If Separate) -- Within Grade

1. Physical layout of instructional facilities
    a. Location (in/out of school/regular class)
    b. Features of plant that affect instruction, e.g., adequacy of light, heat and ventilation, room acoustics, educational charts, posters, classroom library, educational games, learning centers
2. Key materials and equipment
    a. List of three key items (include name/country of publisher)
    b. Cultural reference/languages of key materials
3. Typical schedule/timeline
    a. Integration of language subgroups for scheduled activities

IV. Staff Development and Training Component

A. Objectives

B. Extent

C. Schedule

D. Activities

V. Parent/Community Involvement Component

A. Rationale and Purposes

1. Intended outcomes (objectives)

B. Historical Perspective

1. Trends in participation and climate (parent knowledge of and attitude toward program)

C. Structure of Advisory Committee

1. Organization
2. Size
3. Characteristics of Committee and Chair

D. Specific Nature of Involvement

1. School- and Class-based activities
    a. Communication of information
    b. PAC meeting (number, activities, languages)
    c. Community liaison
    d. Aides, volunteers, etc.
2. Involvement in program (objectives, application, curriculum) planning and review

E. Results

VI. Project Management

A. Objectives

B. Management Strategies

1. How chain of command is implemented on daily basis
2. Program administrator's autonomy and authority at district and school levels (scheduling activities, facilities, coordination across programs, discipline, evaluation, etc.)
3. Key management strategies and rationales
4. Key implementation strategies
    a. Participation
    b. Decision-making
    c. Type and use of feedback
    d. Problem solving
    e. Leadership
    f. Resources
        1/ OBEMLA
        2/ EDAC
        3/ BESC
        4/ SEA
        5/ LEA
        6/ Community
5. Factors which helped/hindered implementation

C. Climate: Attitudes Toward Bilingual Education

VII. Intermediate Outcomes

A. Implemented Program

1. Staff development
2. Project management
3. Instructional
4. Parent involvement

A DESCRIPTIVE STUDY OF THE CLASSROOM
INSTRUCTION COMPONENT OF THE ESEA
TITLE VII BILINGUAL EDUCATION PROGRAM

TEAM MEMBER SITE REPORT

Each evening each team member should add to this site report based on his/her work that day. You should record your reactions each day to as many items as appropriate, based on your work that day; if you did not learn anything new in a given area on a given day, leave that item blank. Please do not collaborate with your fellow team member in your response. We want each individual team member's individual responses. The team will use these data in preparing its Case History for the site; we will also use this informally collected information to temper our understanding and interpretation of the analyses of data collected on the formal instruments.

LEA: ______________________________ Code: ________

Team member: ______________________________

1. Areas of success in implementation

A. What is a major area in which the project is having success in implementing its program?
B. What is your source of information?
C. What are the major reasons for these successes? (e.g., The objectives are very simple; the people are really gung-ho and are working incessantly.)

(1) first area/basis/major reasons

(2) second area/basis/major reasons

(3) third area/basis/major reasons

(4) fourth area/basis/major reasons

(XEROX THIS SHEET IF MORE SPACE NEEDED)

2. Areas of difficulty in implementation

   A. What is a major area in which the project is having difficulty in implementing its program?
   B. What is your source of information?
   C. What are the major reasons for these difficulties? (e.g., the teachers way they just can't do what the plan says they should be doing and no consideration has been given to revising it; the project director wants to put the program in place in six months and the teachers believe that it will take two years.)

(1) first area/basis/major reasons

(2) second area/basis/major reasons

(3) third area/basis/major reasons

(4) fourth area/basis/major reasons

(XEROX THIS SHEET IF MORE SPACE NEEDED)

3. Language used outside of classroom

   a. Language used by the children and the teachers on the playground

   b. Language used by office staff when communicating with each other and with students

   c. Language of announcements, signs, displays, menus, etc. in

      -1- areas outside of class which are frequented by students (e.g. halls, lunch and assembly rooms)

      -2- areas outside of class which are frequented by teaching staff (e.g. teachers lounge, work rooms, etc.

      -3- office

4. The attitude of staff in general and in particular (e.g. teacher, aide) toward

   a. bilingual education________________________________

   b. bilingualism________________________________

   c. the students' native language________________________________

   d. English________________________________

   e. the Title VII program________________________________

5. Any other observations or comments that the team member wishes to make

6. General/specific conclusions/comments (e.g., points that you want to emphasize, that you think should be de-emphasized, that you found to be contradictory)

A DESCRIPTIVE STUDY OF THE CLASSROOM INSTRUCTION COMPONENT OF THE ESEA TITLE VII BILINGUAL EDUCATION PROGRAM

INFORMAL OBSERVATION REPORT

LEA:____ Code:_______

School:____ Code:_______

Teacher:____ Code:_______

Team member:____

Time period of observation (e.g., 8-9 AM, Monday):____________________

Student activity (e.g., half in math paperwork; half in reading aloud with teacher):

Staff activity (e.g., aide working with individual child on math; teacher working on reading with group):

1. the type of children's materials on the walls

2. the learning "atmosphere"
   - a. "verbal" interaction, e.g. no talking without permission; children talk quietly with each other as they work
   - b. "physical" environment, e.g. chairs and desks in rows; tables and chairs, no desks; no central seating, learning clusters instead.
   - c. "physical movement", e.g. children move freely throughout room; chidren move from one learning cluster to another at end of learning sessions

3. Language usually used by teacher (and other staff) and students in structured learning situations - note if this differs by subject matter and how students of different language backgrounds are grouped

4. Language used by teacher and students during informal moments in class

____

____

5. Features of classrooms that may affect instruction

____

____

____

____

____

6. Information about texts and other materials:

a. Language(s) of materials on bulletin boards and walls of classroom:

____

____

b. Language(s) of "casual" written mateials available in room:

____

____

c. Reading Materials

Major Reading series:

Name:______________________________

Language:______________________________

Publisher:______________________________

Country of origin:______________________________

Other reading materials:

Language (e.g., all/about half/none of the other reading books are in Spanish)

____

____

____

6. (continued)

d. Math Materials

Major Math series:

Name: ______________________________

Language: ______________________________

Publisher: ______________________________

Country of origin: ______________________________

Other math materials:

Language (e.g., all/about half/none of the other math books are in French)

____

____

____

e. Social Studies Materials

Major Social Studies series:

Name: ______________________________

Language: ______________________________

Publisher: ______________________________

Country of origin: ______________________________

Other Social Studies materials:

Language (e.g., all/about half/none of the other Social Studies books are in French)

____

____

____